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PARKS PERSPECTIVE

January, 1985

Montana Department of Fish, Wildlife & Parks • Parks Division

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I am pleased to present "Parks Perspective" for fiscal 1984. It's a look at the Parks Division of the Department of Fish, Wildlife and Parks — who we are, what we do, where we've been, and where we are going. This introduction is a new addition to the report which has been prepared annually in similar form since 1978. Through it, I will add my personal perspective.

I have always been proud of the Parks Division...its mission, its people, and its accomplishments; but as I look back on the previous year and ahead to the coming one, I am especially proud of what we have accomplished and eager about the prospects for our future. Let me tell you why and in so doing, take the liberty to depart from established format by bridging the past through the present to the future.

During the past year, the Parks Division staff has undergone more change than at any time in its history. About two-thirds of our full-time positions have been vacated and refilled. This has resulted from promotions, transfers, and retirements...not one from disciplinary action. The result has already begun to create a new vitality for our organization. It has also made the past year one of adjustments and learning and one without the luxury to take "time out" to pick up the reins. Not only have the adjustments been made successfully, but we have shouldered new responsibilities and begun new projects while demonstrating that, as a Division, we are stronger than ever.

For example, we have accepted the responsibility for managing the Department's surplus lands trade and disposal program. The Legislature has given us the landscape, design, maintenance, and snow removal responsibility for the Capitol campus and many other State buildings in Helena. We have been very closely involved in the Department's capital building program, working on regional headquarters replacement and fish hatchery projects. Congress appropriated a special "Jobs Bill" in the Land and Water Conservation Fund program which we implemented on an incredibly short time frame and with existing staff. We reorganized the administrative responsibilities at Canyon Ferry and worked closely with the Director's office and his Planning Unit on strategic planning. In the field, we've innovatively, aggressively and effectively attacked the problems of additional maintenance responsibility with less money while opening new parks recently acquired or developed.

Our major challenge in the coming year will be to gain public, administrative, and legislative support for an increased effort to bring the State Parks System up to a standard of which we can all be proud and which Montanans deserve.

Pivotal in our planning is a request to change the Coal Tax Parks law to allow the Parks Coal Tax trust earnings to be spent on maintenance on all State Park System sites, and at the same time, de-emphasizing acquisition of new sites until the ones presently in the System are "up and running."

We will continue to work closely with the strategic planning process in an effort to define a model State Park System and to redefine our role in public outdoor recreation...with respect to river management, for example.

We intend to take new initiatives in public involvement and within our interrelationships with other agencies as well as other divisions within the Department. Finally, we will begin to assess our role in the State's centennial celebration in 1989. The cultural wealth represented in the State Park System and the opportunity to develop that resource in celebration of the centennial are eminently appropriate.

Each year brings new challenges, to be met with an ever-changing strategy. We eagerly look forward to the coming year and the evolving bloom of the State Park System.

Don Hyppa

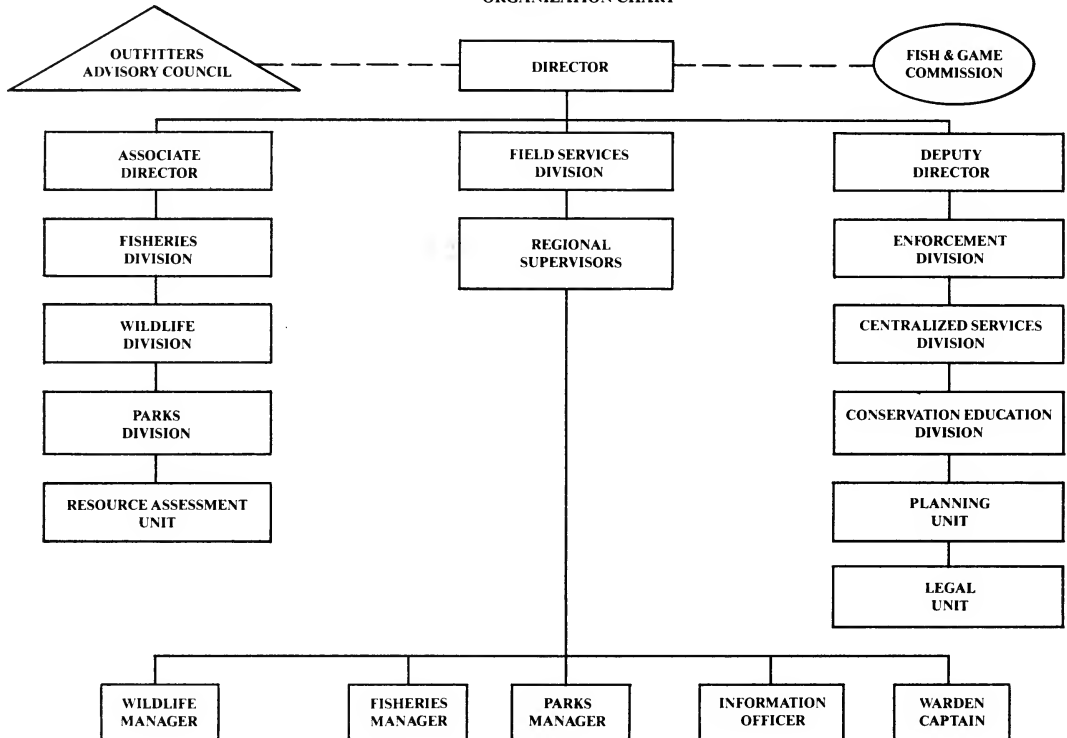
Montana Department of Fish, Wildlife & Parks
Parks Division



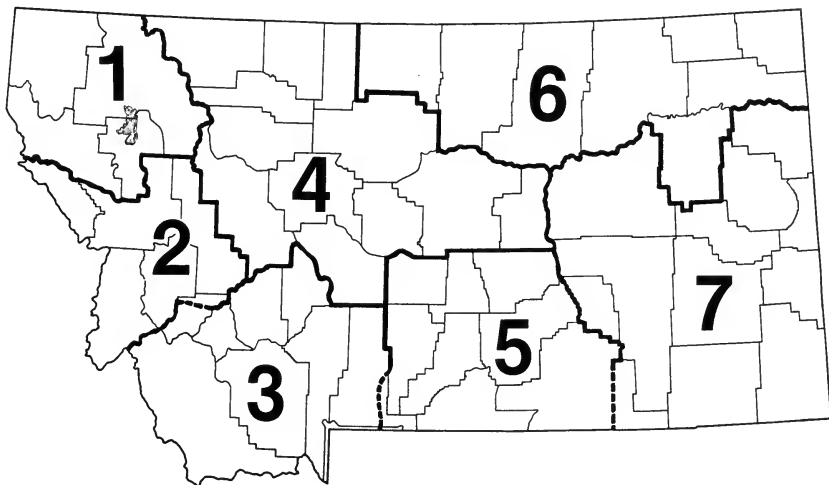


CHAPTER 1

**MONTANA DEPARTMENT OF
FISH, WILDLIFE & PARKS
ORGANIZATION CHART**



Regional Boundaries and Offices



STATE HEADQUARTERS

1420 East Sixth Avenue
Helena, MT 59620
444-3750

Region 2

3201 Spurgin Road
Missoula, MT 59801
721-5808

Region 4

Route 4041
Great Falls, MT 59405
454-3441

Region 6

Route 1, Box 210
Glasgow, MT 59230
228-9347

REGIONAL OFFICES

Region 1

P.O. Box 67
490 North Meridian Road
Kalispell, MT 59901
755-5505

Region 3

8695 Huffine Lane
Bozeman, MT 59715
586-5808

Region 5

1125 Lake Elmo Drive
Billings, MT 59101
252-4654

Region 7

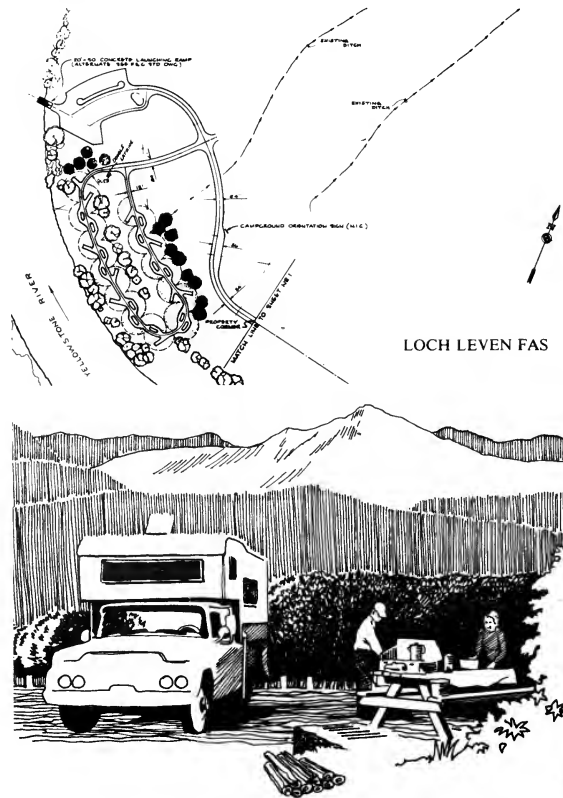
Box 430
Miles City, MT 59301
232-4365

ROLES AND RESPONSIBILITIES

The embryo which would eventually mature into Montana's present State Park System began to develop in 1929. In that year, a Kiwanis club supported bill was passed by the legislature which designated the state forester as state park director. Then, in 1934, Morrison Cave (then designated Lewis and Clark National Monument and now named Lewis and Clark Caverns) became Montana's first state park. Sale of cave admission tickets was the Park System's principal source of revenue from 1939 until 1947 when the first legislative appropriation was made for park purposes. By 1947, five parks had been donated to the Park System, and appropriated funding enabled the system to grow to thirteen sites by 1953. In an effort to consolidate state government, all park functions were transferred in March 1953 from the State Forester's Office to the State Highway Commission and in 1965, the Fish and Game Department (name changed to Department of Fish, Wildlife and Parks in 1979) accepted responsibility for recreation management and all park functions were consequently transferred. This transfer was made in order to coordinate all park and recreation activities under a single parent agency, where it resides today.

As described in the remainder of this publication, the Parks Division has been and continues to be highly active in providing outdoor recreational opportunities for the state's inhabitants and visitors. The Park System now includes over 300 parks, monuments, recreation areas, waterways, roads, trails, and fishing access sites. Operation and maintenance of snowmobile and motorboat facilities is the responsibility of the Parks Division and other special interest outdoor recreation groups often turn to the Division and the Department for assistance. In addition, the Department, through the Parks Division, administers the Land and Water Conservation Fund, a federal grants-in-aid program for local and state outdoor recreation projects.

The Department of Fish, Wildlife and Parks is mandated by law to conserve Montana's scenic historic, archaeological, scientific and recreational resources for the use and enjoyment of the people. The Parks Division operation of state parks, recreational areas, monuments, fishing access sites, and recreational waterways, roads, and trails fulfills that responsibility. While management for conservation and use are sometimes considered contradictory goals, they exist in harmony in the Parks Division and neither is allowed to predominate. There is little point in conserving park resources if they cannot be used and enjoyed by people, but use cannot be allowed to destroy the very thing being conserved. Management efforts such as land acquisition, capital construction, law enforcement, interpretation, the provision of information, operations, general maintenance, and coordination with other agencies are carefully balanced to produce the end product — resources of value to present and future generations.



MONTANA STATE PARK SYSTEM VISITATION

How many people visit the State Park System? The answer to this question is not only a sought-after piece of information for park managers, but many other persons as well. Visitation figures are used for the manager's park planning and are constantly being requested by other agencies, organizations, or individuals for their planning or just for information. Since our state has over 300 State Park System sites dotting its average 550 mile length, collecting accurate visitor statistics to respond to the requests is no easy task.

The Technique

The mainstay of the visitation calculation technique is the electric traffic counter. As these instruments are expensive and manpower is not available to manage a counter at every site, counters are rotated on an annual schedule. Each site in the state should be serviced by a traffic counter once every five to seven years. In the interim, statistics from the previous year are revised by analyzing traffic flow on each site's feeder route as determined by the Montana State Highway Department's extensive traffic counter system. Traffic counts are converted to visits by using a person/vehicle factor determined from observations by fee collection personnel. Traffic counters do tend to produce visitation figures at the high end of the scale; e.g., a visitor may leave and re-enter a site more than once during one outing. System-wide, however, this overestimate appears balanced by the fact that a number of sites have secondary entrances or are accessible by foot or boat only, thus visitors avoid any traffic counter.

Traffic counter readings are begun on Memorial Day weekend (May 27, 1983) and ended on September 30. Annual statewide visitation can be derived by expanding this value by 15%. This value was determined from observation by park officials.

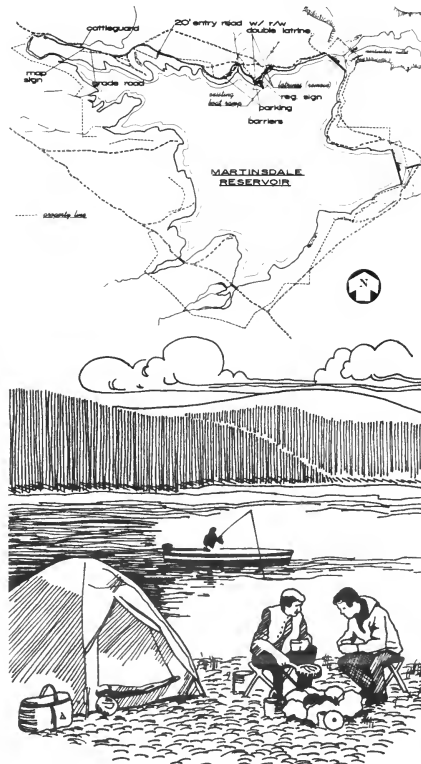
A Change of Reporting Date

In past years, Parks Perspective has reported visitation statistics for the current calendar year. However, this report period required postponing the printing of the entire document until well after the first of the next calendar year. To facilitate a more timely printing date, visitation statistics will, in the future, be given for the calendar year prior to the reporting season.

The statistics that follow reflect the 1983 season, and are identical to those reported in the FY'83 Parks Perspective. Statistics for 1984 will be calculated in January of 1985 and will be reported in the next issue of Parks Perspective. Visitation statistics will be available upon request as soon as they have been generated.

The Results

The counter program indicates that the Montana State Parks System hosted nearly 4.5 million people during the 1983 calendar year, an increase of approximately 8% over 1982. A comparison of overnight camping permit sales to total visitation revealed that 14% of the System's visitors stayed overnight.



MARTINDALE FAS



LEWIS & CLARK CAVERNS SP

STATEWIDE PARKS VISITATION

| | Visits | % Change From Previous Year |
|--------------------|-----------|--------------------------------|
| Calendar Year 1981 | 3,544,000 | + 7% |
| Calendar Year 1982 | 4,146,400 | + 17% |
| Calendar Year 1983 | 4,469,700 | + 8% |

The oldest and one of the most attractive state parks in Montana, Lewis and Clark Caverns State Park, serves as an indicator site with respect to visitation. Tour ticket sales at the Caverns in 1983 experienced an eight percent increase over the previous year. This coincides with the calculated statewide increase above, offering strong confirmation for accuracy of the overall visitation statistics.

LEWIS AND CLARK CAVERNS

Tour Ticket Sales

| | May | June | July | August | Sept. | Total | % Change From Previous Year |
|--------------------|-------|--------|--------|--------|-------|--------|--------------------------------|
| Calendar Year 1981 | 4,638 | 11,391 | 19,154 | 17,458 | 5,304 | 57,943 | + 10 |
| Calendar Year 1982 | 3,642 | 10,018 | 18,565 | 16,004 | 4,673 | 52,902 | - 9 |
| Calendar Year 1983 | 4,308 | 10,876 | 20,349 | 16,977 | 4,568 | 57,078 | + 8 |

The total visitation statistics presented in Tables 1 and 2 below were collected using the traffic counter technique. Overnight visits were determined by overnight camping permit sales plus 30%, (permit sales are considered to be only 70% efficient statewide). One permit corresponds to one vehicle. Therefore, permit sales must also be multiplied by the number of persons observed per vehicle to convert to the number of visitors. Day use is the difference between total visits and overnight visits at fee sites. All statistics are reported in terms of the number of visits during the period beginning Memorial Day weekend and ending September 30, except for the annual visitation given in the last line of Table 2.

Table 1. Fee Areas - 1983
(May 27 - September 30)

| Region | Overnight Visits / % Total | Day Use Visits / % Total | Total Visits |
|--------------|----------------------------|--------------------------|--------------|
| 1 | 71,700 / 23 | 237,600 / 77 | 309,300 |
| 2 | 13,800 / 15 | 76,500 / 85 | 90,300 |
| 3 | 15,800 / 12 | 114,100 / 88 | 129,900 |
| Canyon Ferry | 40,400 / 8 | 445,300 / 92 | 485,700 |
| 4 | 15,400 / 25 | 45,300 / 75 | 60,700 |
| 5 | 20,300 / 7 | 262,900 / 93 | 283,200 |
| 6 | no fee areas | no fee areas | no fee areas |
| 7 | 7,500 / 5 | 145,800 / 95 | 153,300 |
| Statewide | 184,900 / 12 | 1,327,500 / 88 | 1,512,400 |

Table 2. All State Park System Sites - 1983
(May 27 - September 30)

| Region | Overnight Visits / % Total | Day Use Visits / % Total | Total Visits |
|-------------------------------------|----------------------------|--------------------------|--------------|
| 1 | 140,700 / 23 | 470,900 / 77 | 611,600 |
| 2 | 79,200 / 15 | 449,100 / 85 | 528,300 |
| 3 | 68,200 / 12 | 500,300 / 88 | 568,500 |
| Canyon Ferry | 47,300 / 8 | 543,600 / 92 | 590,900 |
| 4 | 131,000 / 25 | 392,800 / 75 | 523,800 |
| 5 | 40,200 / 7 | 534,100 / 93 | 574,300 |
| 6 | 11,900 / 12* | 86,900 / 88* | 98,800 |
| 7 | 19,500 / 5 | 371,000 / 95 | 390,500 |
| Seasonal Total | 538,000 / 14 | 3,348,700 / 86 | 3,886,700 |
| Annual Total (Seasonal Total + 15%) | | | 4,469,700 |

Overnight use decreases by an unknown factor during winter months; this makes it inappropriate to apply the 15% increase to overnight and day use to arrive at annual use.

*All regional percentages come from Table 1. Since Region 6 has no fee areas, the statewide average from Table 1 was used.

In 1983, the State Park System received visits from every county in the state, every state in the Union, and from nine foreign countries; Japan, France, West Germany, Holland, Switzerland, Israel, New Zealand, Mexico and Canada.

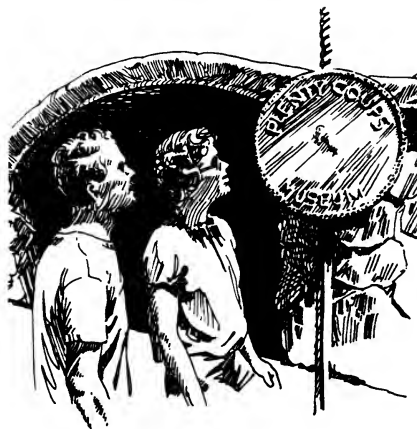
Overnight ticket sales indicated that between May 27 and September 30, 1983, 51% of the visitors at fee collecting sites were residents of Montana. This figure was derived from permit sales at fee collection sites, and it was assumed that a similar percentage applies to statewide visitation.

Table 3. Resident and Nonresident Visitation
At Fee Collection Sites Only

| Region | Nonresident Visitation | Resident Visitation |
|--------------|------------------------|---------------------|
| 1 | 68% | 32% |
| 2 | 44% | 56% |
| 3 | 85% | 15% |
| Canyon Ferry | 27% | 73% |
| 4 | 22% | 78% |
| 5 | 4% | 96% |
| 6 | no fee areas | no fee areas |
| 7 | 45% | 55% |
| Statewide | 49% | 51% |

Where they came from: the seven most common visitor origins during the summer season, as determined by overnight camping permit sales, were

| Origin | % of Total Overnight Visits |
|---------------------------------|-----------------------------|
| Canada | 12% |
| Washington | 9% |
| Yellowstone County, Montana | 9% |
| California | 6% |
| Missoula County, Montana | 6% |
| Cascade County, Montana | 5% |
| Lewis and Clark County, Montana | 5% |



PARK SYSTEM LAND CONTROL

Parks System Acquisitions are the responsibility of the Division's Land agent, who also manages the land acquisition and disposal program for the entire Department. In 1984, Parks acquisitions consisted of an addition of 2,199.1 acres of land during the period from July 1, 1983 through June 30, 1984. One new state recreation area was acquired and additions were made to a state park and a state recreation area. In addition, 17 new fishing access sites were added to the state park system.

The Rosebud Battlefield was reduced in size by 1,831 acres. This land was exchanged for 2,080 acres of land at Makoshika State Park and 818 acres of land along the Smith River. Eleven separate fishing access sites were acquired in this transaction. An additional 623.76 acres of land was acquired at Makoshika State Park through a patent granted by the United States at no cost. These two land transfers have increased state ownership by 2,703.76 acres.

Les Mason Memorial State Recreation Area became the newest addition to the park system in 1984. Consisting of 7.5 acres and lying on the east shore of Whitefish Lake, it was acquired by the 1983 Legislature through the use of coal tax funds.

White Bear State Recreation area, south of Great Falls along the Missouri River, increased by ten acres. The land was received through a donation.

State Fishing Access Sites increased by an additional 17. Eleven of these were acquired along the Smith River through the exchange of lands at the Rosebud Battlefield State Monument.

Ackley Lake has been used extensively by the public for fishing and camping. A formal lease agreement was entered into between the Montana Department of Natural Resources and Conservation and the Department of Fish, Wildlife and Parks for the operation and management of the lake shore. This was accomplished through a no charge lease agreement.

Como Bridge, Grey Owl and the Crump property fishing access sites were acquired through the use of state license dollars designated for the acquisition of Fishing Access Sites. These properties lie on the Bitterroot River, the Yellowstone River and the Bighorn River, respectively. All three provide access to the various rivers.

Dry Creek fishing access site was acquired through the Montana Department of Highways through a no charge recreation site easement. It provides access to the Clark Fork River.

Conservation Easements, a relatively new land preservation tool, were agreed to in 1984. Several such easements, granted to the Nature Conservancy, now exist along the Blackfoot River. The purpose of these is to preserve the scenic beauty of Blackfoot River corridor. The department also received a conservation easement on 267.8 acres, fitting in with the conservation easements acquired by Nature Conservancy. This easement was received from the Montana Department of State Lands through the 1983 Legislature which appropriated coal tax revenue funds for the purchase. Because of these easements, the Blackfoot River and all its beauty will be preserved for future generations.

Refer to the list of acquisitions for details of the above transactions.

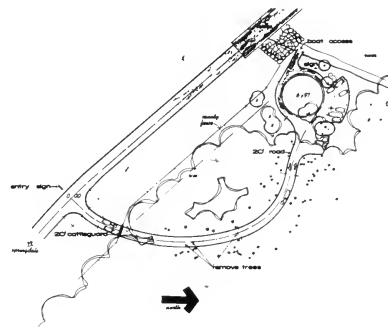
| TYPE OF AREA | Number (6/30/83) | Number (6/30/84) |
|---|---------------------|---------------------|
| State Park | 10 | 10 |
| State Recreation Area | 71 | 72 |
| State Monuments | 18 | 18 |
| Fishing Access Sites | 215 | 232 |
| Total | 314 | 332 |
| State Recreation Road | 1 | 1 |
| State Recreational Trails (in Sluice Boxes State Monument) | 1 | 1 |
| State Recreational Waterways | 5 | 5 |

Land Agent
Don Malisani

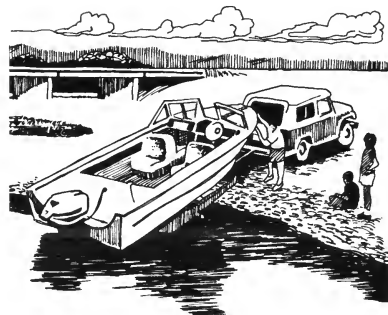
Administrative Officer IV
Dick Munro

Acquisitions Completed Between July 1, 1983 and June 30, 1984

| Date | Name | County | Acreage | Cost | Purpose |
|----------|--|-----------------|-------------------|--------------|---|
| 10/17/83 | Makoshika Addition | Dawson | 2,080 | Exchange | Hiking, nature study, sightseeing |
| 6/20/84 | Makoshika Addition | Dawson | 623.76 | N/C Patent | Hiking, nature study, sightseeing |
| 10/17/83 | Subtract lands, exchange at the Rosebud Battlefield for lands at Makoshika SP and Smith River FAS. | Big Horn | (-1,831.00) | Exchange | (Exchanged) |
| 12/20/83 | White Bear Addition | Cascade | 10.00 | Donation | Picnicking, boat access. |
| 12/30/83 | Les Mason Memorial | Flathead | 7.5 | \$675,000.00 | Picnicking, lake access, sightseeing. |
| 10/17/83 | Smith River - Eleven Sites | Cascade Meagher | \$40.39 277.61 | Exchange | Fishing, camping, hunting, sightseeing. |
| 11/27/83 | Ackley Lake | Judith Basin | 160 | N/C Lease | Fishing, camping, sightseeing |
| 6/13/84 | Como Bridge | Ravalli | 1.68 | \$ 5,220.00 | Fishing, boat access, picnicking |
| 10/26/83 | Grey Owl | Park | 78. | \$ 46,200.00 | Fishing, boat access, picnicking |
| 8/9/83 | Dry Creek | Mineral | 2 | N/C Easement | Fishing, boat access, picnicking |
| 6/6/84 | Crump Property | Big Horn | 31.36 | \$ 59,584.00 | Fishing, boat access, picnicking |
| 12/1/83 | Blackfoot River | Missoula | 267.8 | \$ 34,375.00 | Conservation Easement to preserve the river corridor. |



SPRINGDALE BRIDGE FAS



LEGISLATIVE AUDIT

A performance audit of the Parks Division was performed by the Legislative Auditor during FY 84. This report summarizes the results of the audit of the Division's planning and project administration functions, site selection and development procedures, and park system operation and maintenance.

OBJECTIVES OF THE AUDIT

The audit objectives were to determine if the Division is managing and using its resources efficiently and effectively in achieving desired results, and to identify the causes of any inefficiencies or ineffective practices.

MANAGEMENT MEMORANDA

In addition to the recommendations in the audit report, the auditors also made suggestions using management memoranda in three areas:

- fishing access site selection process - the Division should consider additional criteria when selecting fishing access sites.
- concessionaire audits - the Division should periodically review the financial activity of concessionaires.
- concessionaire contracts/agreements - the Division should include specific language in these agreements allowing audit access to records and facilities.

These memoranda did not require specific or formal response. The Department disagreed with the first (site selection criteria); the other two are being implemented.

SCOPE OF AUDIT

The audit focused on the effectiveness and efficiency of the Division's operation of the state parks system. It did not include a review of the financial status of the Division.

It was found that the Division was in substantial compliance with applicable laws and regulations related to division effectiveness and efficiency. For those rules and regulations not related to effectiveness or efficiency and, therefore, not tested for compliance, nothing appeared during the audit to indicate significant non-compliance.

The auditors examined and observed Division policies, procedures, management reports, and operating statistics from 1980 to 1983. They also visited a number of Division sites and regional offices.

It was noted that the Division's operation and planning function could be more closely related. Progress should be measured with a periodic evaluation of program results.

The Division's administration of federal Land and Water Conservation Funds was not reviewed since this activity was examined as part of a previous financial/compliance audit. The Division's cabin site leasing procedures were similarly not reviewed because this area was included in a performance audit done on State Lands. The Division's capitol grounds maintenance activity was not reviewed because it had been transferred to the Division during the 1983 Legislative Session and was still in a late stage of implementation.

Following are the Legislative Audit recommendations, the Department's response, and a discussion of implementation.

AUDIT RECOMMENDATION NUMBER ONE

- A. DEVELOP A LONG-RANGE PLAN FOR THE STATE PARK SYSTEM WHICH INCLUDES SPECIFIC, MEASURABLE GOALS AND OBJECTIVES.
- B. PERIODICALLY COMPARE ITS PERFORMANCE AGAINST ESTABLISHED GOALS AND OBJECTIVES.

DEPARTMENT RESPONSE:

Concur.

IMPLEMENTATION:

As indicated in the audit report, the department has established a central planning unit which will address parks program goals and objectives as well as program goals and objectives for fish and wildlife. This planning unit and its mission were conceived prior to the audit and its work is well underway. The strategic plan will be completed by December 31, 1984.

AUDIT RECOMMENDATION NUMBER TWO

DEVELOP FORMAL RECREATION SITE SELECTION CRITERIA.

DEPARTMENT RESPONSE:

Conditionally concur.

IMPLEMENTATION:

The Department has discretionary authority to select and acquire Fishing Access Sites. A selection process has been established. Presently, the only other acquisitions for the state park system come through the Coal Tax Parks Program. These sites are selected by the Legislature. The Department will develop selection criteria which will be available to the Legislature if it chooses to use them.

AUDIT RECOMMENDATION NUMBER THREE

REDESIGN THE COAL TAX PARKS ACQUISITION PROPOSAL SUMMARY TO INCLUDE A DIVISION EVALUATION OF EACH PROPOSAL.

DEPARTMENT RESPONSE:

Conditionally concur.

IMPLEMENTATION:

Based upon experience gained during the previous three legislative sessions, the Department is providing the Legislature the information it desires in a form acceptable to that body. However, the Department will be prepared to provide additional evaluation information and make recommendations on proposed sites if the legislature requests it.

AUDIT RECOMMENDATION NUMBER FOUR

LEGISLATION BE ENACTED TO CHANGE THE COAL TAX PARKS PROPOSAL SUBMITTAL DATE TO JULY 1 OF THE YEAR PRECEDING THE CONVENING OF A LEGISLATIVE SESSION.

DEPARTMENT RESPONSE:

Conditionally concur.

IMPLEMENTATION:

The department will draft such legislation if requested to do so by the Legislature.

AUDIT RECOMMENDATION NUMBER FIVE

- A. REVIEW CURRENTLY UNDEVELOPED SITES AND PLAN TO DEVELOP OR DISPOSE OF THEM AS NECESSARY; AND
- B. DEVELOP A STATUS SYSTEM TO PROVIDE BETTER MONITORING OF RECREATION SITE STATUS.

DEPARTMENT RESPONSE:

Concur.

IMPLEMENTATION:

- A. A review of all department land holdings has been underway for about one year. The 1983 Legislative session authorized one FTE to enhance that effort. This will be an ongoing process.
- B. An automated inventory of state parks system sites is being modified to include and identify undeveloped sites.

AUDIT RECOMMENDATION NUMBER SIX

- A. ESTABLISH FORMAL POLICIES AND PROCEDURES REGARDING THE SIGN REQUIREMENTS AT VARIOUS RECREATION SITES.
- B. INVENTORY ALL SIGNS PRESENTLY IN PLACE AT ITS SITES FOR COMPARISON WITH THESE POLICIES AND PROCEDURES AND REPLACE OR ADD NEW SIGNS TO BRING ITS SITES INTO COMPLIANCE.

DEPARTMENT RESPONSE:

Conditionally concur.

IMPLEMENTATION:

- A. The Department does have policies and procedures for signing recreation sites. These were consolidated into a signing manual which were distributed to field employees for their use.
- B. Sites will be inventoried routinely on an annual basis. It may be necessary to request additional appropriations and FTE authority to upgrade the signing system. Once in place, ongoing maintenance of the signs can be accomplished using routine operations funding.

AUDIT RECOMMENDATION NUMBER SEVEN

PERIODIC INSPECTION OF ITS SITES TO INCLUDE IDENTIFICATION OF POTENTIAL HAZARDS.

DEPARTMENT RESPONSE:

Concur.

IMPLEMENTATION:

Seasonal caretakers routinely inventory the facilities at each site as part of their responsibilities when sites are opened each spring. It will be required that such inventories include an inspection for potentially hazardous situations. Capital construction project proposals are presently subjected to a ranking system which ranks correction of health and safety problems as highest priority. This procedure will be continued.

AUDIT RECOMMENDATION NUMBER EIGHT

ESTABLISH FORMAL CRITERIA AND PROCEDURES FOR SELECTING FEE CHARGE RECREATION SITES AND SETTING FEE LEVELS.

DEPARTMENT RESPONSE:

Conditionally concur.

IMPLEMENTATION:

Presently, the Division collects fees at sites where it can effectively generate revenue and where the manpower is available. Establishing and implementing more formal criteria will likely increase the number of sites at which fees should be charged. Additionally, there are sites where fees are charged, but the manpower is not available to collect seven days per week or to collect from all campers on a given day. In order to correct these problems and to implement a more formal fee collection criteria, additional funding and FTE authority must be secured from the Legislature. The Department will include such a request when preparing its budget for consideration by the 1985 session.

AUDIT RECOMMENDATION NUMBER NINE

ESTABLISH FORMAL CRITERIA FOR SETTING CONCESSIONAIRE FEES.

DEPARTMENT RESPONSE:

Concur.

IMPLEMENTATION:

The criteria will be established by December 31, 1984.

AUDIT RECOMMENDATION NUMBER TEN

WE RECOMMEND THE DIVISION CONSIDER REASSIGNING OR HIRING A SEASONAL ENFORCEMENT OFFICER FOR CANYON FERRY RECREATION AREA DURING THE HEAVY USAGE MONTHS.

DEPARTMENT RESPONSE:

Concur.

IMPLEMENTATION:

A full time Parks Operation Specialist Officer will be hired and assigned to Canyon Ferry to provide additional enforcement coverage during high use months, and to assist with park management duties on a year-round basis.

ADDITIONAL DEPARTMENT COMMENTS:

Proposal Evaluations

The audit report takes exception to the acquisition of three sites (Spring Meadow Lake, Lake Elmo, and Glen Lake) because they are in or near urban areas and

therefore are inappropriate for the state park system. The report refers to ARM Section 12.8.103 which in part states "... state recreation areas should not be furnished in lieu of municipal, county or federal facilities"

The state park system has historically been a product of the Legislature and has undergone a long evolution which recently has added an urban park element; that is appropriate. What is actually needed is for the Department to review and revise its state park system criteria. This will be done as a part of the Department and Division long range planning process.

Undeveloped Recreation Sites

With one exception, (Bridger Bowl State Park which will be disposed of as surplus) the areas listed in the audit report are Fishing Access Sites. Many are undeveloped, a result of funding shortages. This issue has been brought before each legislative session for a number of years and some progress has been made. However, the Legislature continues to emphasize acquisition over maintenance and development. This is primarily due to expressed public opinion by those who pay the fees. Funding for the program sets aside a portion of Fishing License revenues for acquisition and a lesser amount for maintenance and development. In 1981, the session increased the maintenance and development share, but continues to favor acquisition.

Users who "pay the bill" resist any lessening of the acquisition program and have hesitantly accepted the lessening which has occurred to date. The audit report suggests a course of action that the Department does not have the authority to implement as it can only do what is authorized by the Legislature. As much money is spent on maintenance and development as each session approves.

Division Liability

The Department certainly desires to do everything reasonable, justifiable and necessary to protect the safety of site visitors, not only from a liability standpoint, but from a humanitarian point of view. However, the ends of the spectrum, i. e. where the department clearly has responsibility and where it clearly does not, are not easy to define. There is a vast gray area in which a good deal of subjective judgment is required. On various past occasions, meetings have been conducted with legal counsel about specific situations; as a result, the following philosophy has been developed:

1. The Department should design and construct safe facilities.
2. The Department should maintain its facilities and sites in a safe condition.
3. It is not reasonable to expect the Department to protect visitors from all the "natural hazards" which one would normally confront in a "natural environment." The recreationist must take some responsibility for his own actions and respect the natural features of an area.

OPERATIONS AND MAINTENANCE BUREAU

The Operation and Maintenance Bureau has charge of all personnel, budget and field operation matters. This Bureau also directly supervises the Park System operations at Canyon Ferry Reservoir.

Parks Division Personnel

During FY 1984, the Parks Division had 86.88 FTE of which 45.75 were permanent employees and 41.13 were seasonal and/or temporary. Helena-based personnel occupied 18.65 FTE and 68.23 FTE were in the field.

Personnel changes within the Division during FY 1984 involved a number of people:

Don Hyypya was selected as Administrator of the Parks Division after serving as Acting Administrator.

Mason Niblack was employed as Assistant Administrator and Operations Bureau Chief to replace Don.

Sue Woodring Daly was promoted from Administrative Secretary to Administrative Officer I, filling a position which had been vacant.

Geri Brusett was employed as Administrative Secretary to replace Sue.

Janice Williamson resigned as Secretary II.

Lila Pierson was employed to replace Janice as Secretary II.

Jeanette Bingham accepted a transfer to the Personnel Division.

Mary Nell Johnson was employed to replace Jeanette as Office Clerk.

Dick Munro was transferred from the Director's Staff (where he worked on resource extraction mitigation measures) to the Parks Division to assist in department land matters.

Bob McKenna resigned as Canyon Ferry Reservoir Park Operations Supervisor.

Tom Campbell accepted a transfer to Canyon Ferry to replace Bob.

Rich Mispion was promoted from Civil Engineer II to replace Tom Campbell as Civil Engineer III.

Milt Dkystra was employed to replace Rich as Civil Engineer II.

Jeff Larsen was employed as a Civil Engineer II in a newly created position.

Jack Ehlers was employed as the Groundskeeper Supervisor when responsibility for the Capitol Grounds maintenance was transferred by the 1983 Legislature from the Department of Administration to the Parks Division.

Terry Knupp accepted a transfer to Region 5 to fill a newly created Park Operations Specialist II position. The Planner position she vacated was eliminated due to reorganization. Later in the year, she accepted a promotion to replace:

Anthony Buechel, Region I Park Manager in Kalispell, retired in July.

Mark Soderlind transferred from Region I to a new position at Canyon Ferry as a Park Operations Specialist I.

Marty Watkins was employed to fill the Park Operations Specialist I position vacated by Mark. This position was made a part time position upon Mark's transfer.

Dan Vincent was promoted from Regional Parks Manager to Regional Supervisor in Region 4.

Dave Todd transferred from Lewis & Clark Caverns, accepting the Regional Parks Manager's job in Region 4.

John Little accepted a transfer from Glasgow headquarters of Region 6 to replace Dave Todd at Lewis & Clark Caverns as a Park Operations Supervisor.

Bob Stordahl accepted the Region 6 Parks Division responsibilities and has been acting as Park Operations Specialist II since John's transfer to the Caverns.

Dave Conklin accepted a transfer from Region 7, headquartered in Miles City, to Helena to work on the Director's staff as a Department Planner.

Doug Monger was promoted to Regional Parks Manager in Region 7 from Park Operations Specialist I in Bozeman, Region 3.

Doug Haberman was employed to replace Doug Monger as Park Operations Specialist I in Region 3.

Jerry Walker was promoted from Park Operations Specialist I to Park Operations Specialist II in Region 5, headquartered in Billings, replacing Terry Knupp who had left for Region 1.

Rich Pittsley was employed to replace Jerry as Park Operations Specialist I in Billings, Region 5.

PARKS DIVISION PERSONNEL CHART

June 30, 1984

Administrator
(State Liaison Officer for
Land and Water Conservation Funds)
Don Hyypa

Administrative Secretary
Geri Brusett

Office Clerk
Mary Nell Johnson

Assistant Administrator and
Operations and Maintenance
Bureau Chief
Mason Niblack
(see page 14)

Design and Construction
Bureau Chief
Dick Mayer
(see page 17)

Planning and Project
Bureau Chief
Gretchen Olheiser
(see page 18)

Land Agent
Don Malisani
(see page 7)

Region 1
Park Manager I
Terry Knupp
(see page 26)

Region 2
Park Manager I
Tom Greenwood
(see page 27)

Region 3
Park Manager I
Dick Ellis
(see page 28)

Region 4
Park Manager I
Dave Todd
(see page 29)

Region 5
Park Manager I
Ray Bernisen
(see page 30)

Region 6
Park Operations Specialist II
Bob Stordahl, Acting
(see page 31)

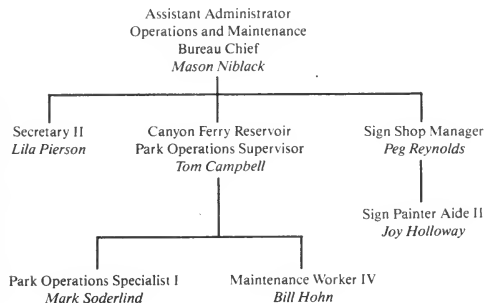
Region 7
Park Manager I
Doug Monger
(see page 31)

Funding and Expenditures

Operations and Maintenance Funding for the Parks Division comes from several sources. The General Fund, Miscellaneous Parks Revenue, and Parks Earned Revenue sources can be used in support of any Division activity or program. All other funding sources, however, are earmarked—their use is restricted to specific sites or activities.

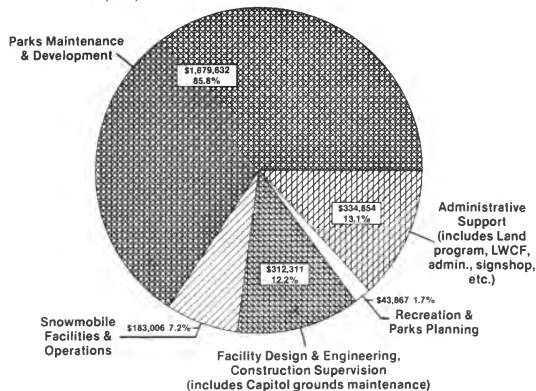
A portion of the Coal Severance Tax Trust Revenue is used for maintenance of sites purchased with interest from the Coal Tax Trust Fund (see page 25). Motorboat Fuel Tax Revenue is used for the operation and development of sites on or adjacent to waterways where motorboating takes place. Sportsmen license revenues are used for maintenance of fishing access and other heavily used outdoor areas. Earned revenue funding reflects overnight camping fees, Lewis and Clark Caverns tour fees, and cabin site leases. Other miscellaneous revenues include the Land and Water Conservation Fund and donations.

The pie charts on this page reflect the Parks Division operation and maintenance activities for FY 1984, exhibited first in expenditure categories, second as expended from funding sources. The Land and Water Conservation Fund is not included as it does not bear directly on operations and maintenance funding in the Parks Division. For the same reason, no capital expenditures are included—a further description of these may be found on page 19.



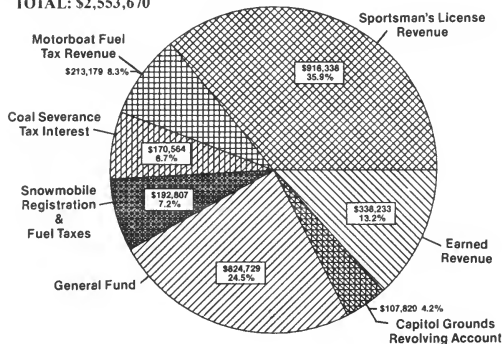
OPERATING COSTS FISCAL YEAR 1984

TOTAL: \$2,553,670



FUNDING SOURCES FISCAL YEAR 1984

TOTAL: \$2,553,670



DESIGN AND CONSTRUCTION BUREAU

The Design and Construction Bureau operates within and deals with various aspects of the Parks Division, but additionally provides a service to the entire Department. The main thrust of the Bureau is design, construction and rehabilitation of parks facilities. This involves not only the construction of facilities, but also preliminary master site planning, archaeological and historical studies, property surveys and consultation during land acquisition matters.

The Design and Construction Bureau also oversees the development and maintenance of the Capitol Complex. This year the Bureau also maintained the grounds at the Warehouse Complex in Helena and Spring Meadow State Recreation Area.

During FY 1983, the following master site plans and studies were completed:

Capt. Clark (revised)

Manuel Lisa (revised)

Gle^{en} Lake

Elmo

Warehouse Complex

Animal Shelter Area

Hannon Memorial Fishing Access Site

Giant Springs Vista Decks and Parking Areas

Council Grove Groundwater and River Hydraulic Studies

Warehouse Property Studies

Bitterroot Lake Day Use Area

Statewide Regional Headquarters Studies

New Latrine Designs

Georgetown Lake State Recreation Area

Lake Elmo State Recreation Area

Les Mason State Recreation Area

Foys Lake State Recreation Area

Shady Lane Fishing Access Site

St. Regis Fishing Access Site

Big Timber Bridge Fishing Access Site

Dry Creek Fishing Access Site

Como Bridge Fishing Access Site

Tucker Crossing Fishing Access Site

Bannack Apex Mill Study

Bannack Toxic Material Study

Shields River Fishing Access Site

Signing Plans

Site graphics are an important part of the Parks system. The Bureau continually strives to upgrade site graphics to help a visitor find his way to a site and understand the rules and interpretive aspects of an area. All sites shown on the Recreation Map distributed to the public must have directional signing. Some of the sign plans prepared were:

- Lone Pine State Park
- Helena Warehouse Complex and Wild Animal Shelter
- Grey Owl Fishing Access Sites
- Carter's Bridge Fishing Access Site
- Self Service Camping Area at Canyon Ferry
- Giant Springs State Park



Development Projects

The following is a list of the Parks Division construction and development projects for FY 1984:

FY 1984 CONSTRUCTION AND DEVELOPMENT PROJECTS

| SITE | PROJECT | COMPLETION DATE | COST |
|------------------------|---------------------|--------------------|-----------|
| Animal Shelter | Landscaping | 06-84 | \$ 10,000 |
| Black Sandy SRA | Seeding | 05-25-84 | 17,000 |
| Silo's SRA | Roadwork | 11-14-83 | 104,000 |
| Canyon Ferry SRA | Roadwork | 06-08-84 | 23,000 |
| Cooney SRA | Facilities | 06-05-84 | 7,000 |
| Fort Owen SM | Utilities | 10-17-83 | 9,000 |
| Lone Pine SP | Road Visitor Center | 06-22-84 | 300,000 |
| Tongue Reservoir SRA | Roadwork | 06-04-84 | 20,000 |
| Two Leggins FAS | Roadwork | 04-17-84 | 12,000 |
| Intake FAS | Facilities | Under Construction | 10,000 |
| Carter's Bridge FAS | Roadwork | Under Construction | 25,000 |
| Spring Meadow Lake SRA | Foot Bridge | Under Construction | Donation |
| Giant Springs SP | Hatchery | Under Construction | 1,900,000 |
| Big Timber | Hatchery | Under Construction | 500,000 |
| Creston | Hatchery | Under Construction | 455,000 |
| Giant Springs SP | Paving | 06-12-84 | 104,000 |
| Glasgow | Headquarters | Under Construction | 220,000 |
| Helena | Hdqt's. Remodel | Under Construction | 7,000 |
| Yellow Bay SRA | Latrine | 06-12-84 | 5,000 |
| Whitetail Dam | Spillway | Under Construction | 8,000 |
| Kalispell Headquarters | Storage Bldg. | Under Construction | 30,000 |
| Rosebud Battlefield SM | Fencing | 06-25-84 | 9,000 |
| Makoshika SP | Paving | Under Construction | 158,000 |
| Kokanee Bend FAS | Roadwork | Under Construction | 25,000 |
| Grey Owl FAS | Roadwork | Under Construction | 25,000 |
| Giant Springs SP | Vista Point | 06-84 | Donation |
| Lost Creek SP | Well | Under Construction | 4,000 |
| Shady Lane FAS | Roadwork | 06-28-84 | 8,000 |
| Bannack SP | Bridges | 08-11-84 | 22,000 |

PROJECTS IN PLANNING STAGES

(Working on Design)

| | |
|----------------------------|------------------------|
| Logan FAS | Sewage System |
| County Line FAS | Roadwork |
| Chief Plenty Coups SM | Footpaths |
| Lewis and Clark Caverns SP | Electrical |
| Captain Clark FAS | Roadwork |
| Camp Baker FAS | Roadwork |
| Bean Lake FAS | Roadwork |
| South Sandstone SRA | Dam Repairs |
| Pictograph Cave SM | Foottrail |
| Johnsrud FAS | Roadwork |
| Gartside Reservoir | Dam Repairs |
| Pipe Organ FAS | Bridge |
| Hannon FAS | Roadwork |
| Fort Owen SM | Foundation |
| White Earth SRA | Well |
| Bannack SP | Fire Protection System |

Litigation

The Department continues its involvement in a lawsuit by homeowners in Missoula whose claim is that the Department did not maintain a dike on the Clark Fork River. Hydrometrics, Inc. has studied this situation and Ernest Pemberton has studied the river hydraulics to provide expert testimony in this case.

Department Wide Projects

The Design and Construction Bureau has been involved in various projects outside the Parks Division utilizing the expertise of the professionals on staff. The expertise tapped included landscape architecture, mechanical engineering, electrical engineering, civil engineering, land surveying, and graphics.

Design and Construction Bureau activities that went beyond Parks Division responsibility concerned the following sites:

- Animal Shelter
- Warehouse-Helena
- Fish Hatchery at Creston
- Great Falls Fish Hatchery
- Big Timber Fish Hatchery

Glasgow Regional Headquarters
Relocation of the Fish, Wildlife and Parks Print Shop
Remodeling the Helena Headquarters
Kalispell Storage Building
Miles City Office Counter

Traveling Displays for:

Bannack
Plenty Coups
Snowmobile Program
Helena Lobby Displays
Arlee Fish Hatchery

Property Surveys

The following surveys are being accomplished by retaining the services of an outside surveyor. The responsibility for their completion and work quality will remain with the Design and Construction Bureau:

McLaurin FAS
Fort Owen SM
Como Bridge FAS
Grey Owl FAS from the County Line
Crump property
Shed's Bridge FAS
Parker Homestead FAS
Captain Clark FAS

Capitol Complex

1984 was the second year of Department responsibility for maintenance of the Capitol Complex. Most grounds maintenance cleanup, mowing, trimming, and edging activities were put out to bid. Contracts for pruning, chemical application, and the supervision of a Green Thumb crew were also included. Bureau personnel supervised activity under these contracts on a daily basis.

The Bureau was responsible for snow removal throughout the winter season. In addition to the operation of snow removal equipment, personnel were also needed to perform hand snow shoveling.

Spring Meadow State Recreation Area

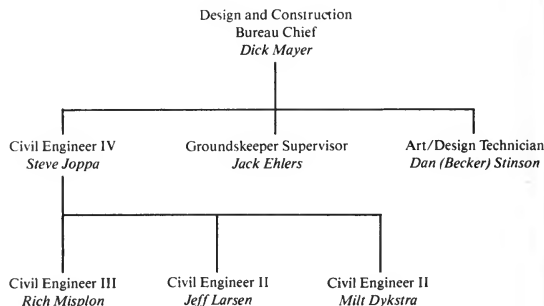
The Bureau periodically maintained the area on a year-round basis. This included the contracting of weed control with the Lewis and Clark County Weed Control Board. In coordination with the Spring Meadow citizen volunteer group, two foot bridges and a trail were installed.

Helena Warehouse Complex

The area was maintained and a contract executed with the Lewis and Clark County Weed Control Board to control weeds at the site.

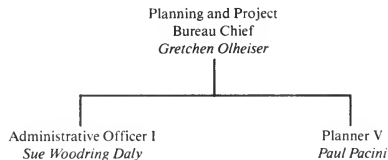
Other Projects

The Design and Construction Bureau was involved in various types of special studies required for design and construction of sites. Such studies included, but were not restricted to archaeological and historic studies.



PLANNING & PROJECT ADMINISTRATION BUREAU

The Planning and Project Administration Bureau has a variety of responsibilities. Among these are two grant programs, the Land and Water Conservation Fund (LWCF) and the Snowmobile Program. SCORP planning, required by the LWCF Program, is done within the Bureau and related Divisional planning is meshed with this responsibility. During the past year, administration of the Coal Tax Park Acquisition Program was coordinated between this Bureau and the Administrator's office.



The Land and Water Conservation Fund

The Land and Water Conservation Fund is a federal program which provides grants to states and their political subdivisions to assist with acquisition and development of public outdoor recreation areas and facilities. Grants may be used to fund up to 50 percent of outdoor recreation project costs.

The Montana Department of Fish, Wildlife and Parks was designated by law in 1965 as the state agency responsible for administration of the program with the Parks Division actually administering the program. In the 19 years since the program's inception, Montana has received \$28,099,749 from the Land and Water Conservation Fund. With the 50 percent matching requirement, this has resulted in \$56,199,498 being expended on outdoor recreation areas and facilities in Montana as a direct result of the Fund.

In Fiscal Year 1983-84, Montana's Land and Water Conservation Fund regular apportionment totaled \$675,096.00. In addition, under the Federal Emergency Jobs Act of 1983, (Public Law 98-8), additional Fund dollars were made available to the States. Montana's share of this successful program was \$370,330.00. All of this was allocated to local community projects.

REGULAR APPORTIONMENT, \$675,096.00

The Parks Division received 35 applications from local communities totaling over 1 1/2 million dollars. Because of limited funding, a \$50,000.00 project ceiling amount was established. This enabled the fund to be distributed to a diversity of projects and localities.

JOBS BILL APPORTIONMENT, \$370,330.00

Twenty-one counties and forty-three communities were identified as high unemployment impact areas and were targeted to receive the funds. Available funds not utilized by the targeted areas were awarded to the remaining applicants in order of ranked evaluation.

Thirty-two applications for LWCF Jobs Bill Grants were submitted to the Parks Division totaling over \$812,000.00. The applications were separated and evaluated in two groups: (1) those from targeted areas of high unemployment were evaluated and ranked first, then qualifying projects were awarded grants, (2) the balance of Montana's apportionment was awarded to the project application from outside the targeted areas which received the highest ranking following the evaluation of those applications.

Department of Fish, Wildlife and Parks projects were funded out of the regular apportionment. No Jobs Bill funds were utilized within the State Parks system.

The 1984 State Parks System Site Improvement Projects, authorized by House Bill 833 during the 48th Legislative Assembly, are the result of benefits gained from the purchase and donation of Wild Horse Island in several past fiscal years. Wild Horse Island was purchased in seven parcels with the Bourke MacDonald family donating half the value of the land to the State Park system. In 1984, State Park Site Improvement Projects will be funded entirely with Land and Water Conservation Fund dollars as a result of the generous donation of the MacDonald family.

Because of the enthusiasm demonstrated throughout the state by local governments of all sizes, it is hoped this program can remain active in its cooperative effort to create and upgrade outdoor recreation facilities for the citizens and guests of Montana.

**1984 STATE PARK SYSTEM
SITE IMPROVEMENT PROJECTS (LWCF)
HB 833-48 Legislative Assembly**

| SITE | IMPROVEMENTS | LWCF \$ |
|--|--|-----------|
| Madison Buffalo Jump State Monument | Interpretive Displays | \$ 5,760 |
| Logan State Recreation Area | Sanitary Facilities | 92,160 |
| Yellow Bay State Recreation Area | Sanitary Facilities | 9,216 |
| Pictograph Cave State Monument | Road, parking, picnic area, trail and signs | 46,080 |
| Plenty Coups State Monument | Roadwork, walkways, sanitary facilities and signs | 43,776 |
| Bannack State Park | Visitor Center, fencing | 177,687 |
| Total New State Projects | | \$374,679 |

AMENDMENTS

| | |
|--|-----------|
| Old Steel Bridge FAS | 155 |
| Rookery SRA | 5,876 |
| Bell Crossing FAS | 1,018 |
| Kila FAS | 1,181 |
| Giant Springs SP | 25,420 |
| Les Mason SRA | 14,788 |
| Total Amendments | 48,438 |
| Total State Projects (regular apportionment) | \$423,177 |

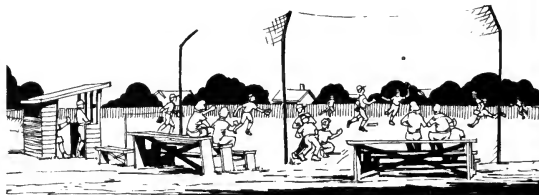
FAS — Fishing Access Site
SRA — State Recreation Area
SP — State Park

**LOCAL LAND AND WATER CONSERVATION FUND PROJECTS
(Regular Apportionment)**

| SPONSOR | DESCRIPTION | LWCF \$ |
|--------------------------|------------------------------|--------------|
| Missoula | Caras Park Improvements | \$ 45,139.50 |
| Big Fork SD#38 | Recreation Area | 36,000.00 |
| Seeley Lake SD#34 | Community Park | 25,000.00 |
| Virginia City | Community Park | 13,101.50 |
| Fallon County | Rifle Range and Trap Shoot | 31,250.00 |
| Sidney | Three Parks Improvements | 26,000.00 |
| Anaconda/Deer Lodge | West Valley Park Improvement | 11,000.00 |
| Ravalli County | Florence Community Park | 13,083.00 |
| Wyola SD#29 | Pool and Recreation Area | 35,610.00 |
| Total New Local Projects | | \$236,184.00 |

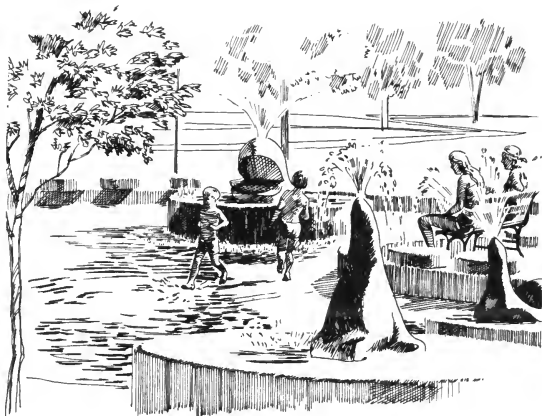
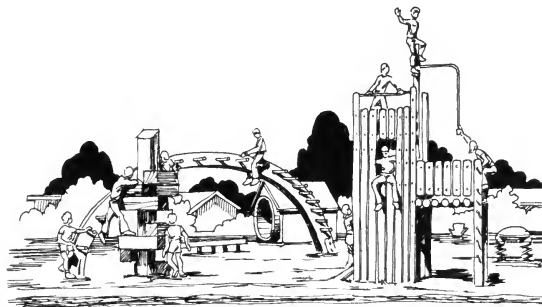
AMENDMENTS

| | | |
|--|-------------------|--------------|
| Kila | Community Park | 49.00 |
| Glendive | Lloyd Square Park | 1,319.00 |
| Total Amendments | | 1,368.00 |
| Total Local Projects (regular apportionment) | | \$237,552.00 |



LAND AND WATER CONSERVATION FUND — JOBS BILL

| SPONSOR | PROJECT | LWCF AMOUNT |
|--------------------------|--|----------------|
| Flathead County | Foys Lake Development | 4,000.00 |
| Mineral County | St. Regis Park Improvements | 3,000.00 |
| Lewistown | Three Parks Improvements | 7,500.00 |
| Shelby | Parks Improvements | 17,500.00 |
| Blaine County | Zurich Park Improvements | 5,902.50 |
| Butte-Silver Bow | Central Park Development | 30,000.00 |
| Hamilton School Dist. #3 | Tennis/Basketball Courts | 25,000.00 |
| Circle | Park Improvements | 3,500.00 |
| Broadus | Cottonwood Park Improvements | 14,150.00 |
| Roundup | Bathhouse Renovation & Tennis Court | 30,000.00 |
| Pinesdale | R. C. Alfred Memorial Park | 3,750.00 |
| Chinook | Tennis & Ballfield Improvements | 11,700.00 |
| Bozeman | Kirk & Cooper Parks Improvements | 12,978.00 |
| Ravalli County | Golf Course Improvements | 2,500.00 |
| Superior | Eva Horning Park Improvements | 3,897.50 |
| Libby | Ballfield Bleachers | 15,500.00 |
| Cascade | Tennis Court Renovation | 10,220.00 |
| Scobey | Pool Renovation | 5,000.00 |
| Red Lodge | Zoo Facilities | 51,930.00 |
| Butte-Silver Bow | Addition to Father Sheehan Park | 13,058.50 |
| Missoula County | Golf Course Improvements | 11,986.50 |
| Billings | Riverfront Park Addition | 87,257.00 |
| | Total | \$370,330.00 |



FEDERAL EMERGENCY JOBS BILL — SMALL BUSINESS ADMINISTRATION TREES AND SHRUBS PROGRAM

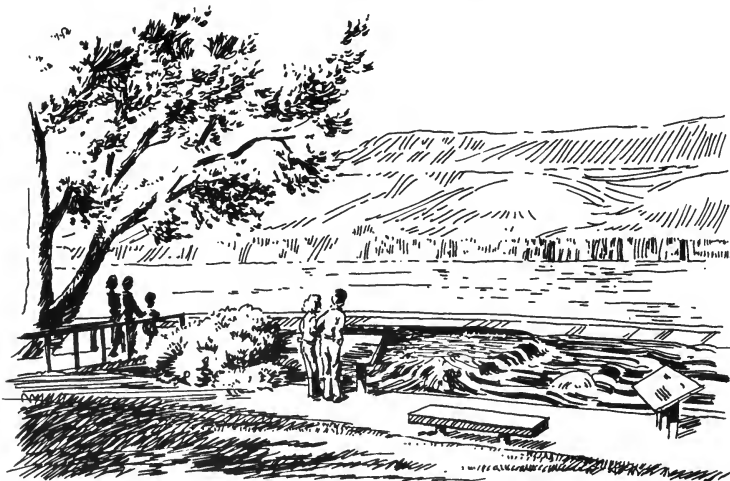
The United States Small Business Administration granted \$151,400.00 to Montana under the Federal Emergency Jobs Bill (Public Law 98-8).

Local communities were notified of the availability of these funds which were used to purchase and plant trees and shrubs on public lands, thereby creating short term jobs that would result in long term beautification.

Thirty-five applications were received with requests for grants totaling over \$365,000.00. Applications were screened and evaluated. Priority was given to those areas within the 21 counties and 31 communities which had been identified as areas of high unemployment.

This one-time grant program successfully illustrated the responsibility of local governments and their commitment to beautification of their park and public lands.

The Parks Division was designated as the administering agency for this particular grant program.



GIANT SPRINGS SP

EMERGENCY JOBS BILL SMALL BUSINESS ADMINISTRATION TREES AND SHRUBS PROGRAM

| SPONSOR | GRANT |
|----------------------|-----------|
| Town of Superior | \$ 2,915 |
| City of Polson | 9,470 |
| Town of Alberton | 4,004 |
| Lincoln County | 11,180 |
| Town of Stevensville | 1,185 |
| City of Hamilton | 3,000 |
| Park County | 1,930 |
| City of Whitefish | 6,190 |
| City of Lewistown | 11,336 |
| City of Chinook | 22,900 |
| Missoula County | 6,040 |
| City of Roundup | 6,182 |
| City of Bozeman | 2,934 |
| City of Big Sandy | 1,021 |
| Blaine County | 8,125 |
| City of Scobey | 3,300 |
| City of Harlowton | 9,500 |
| Cascade County | 11,475 |
| City of Wolf Point | 20,000 |
| Total Grants | \$142,687 |
| Contingency | 8,713 |
| | \$151,400 |

The Snowmobile Program... A Dimension of Winter Recreation

In spite of a low snow year in 1984, the sport of snowmobiling enjoyed a 5% increase in use, according to the Department's trail counter information.

Trail grooming and parking lot plowing activity occurred on a regular basis throughout the season although the frequency of those operations was reduced because of the lack of snow.

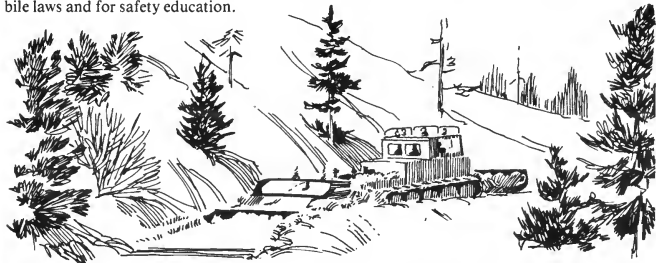
In Fiscal 1984, approximately \$166,741 was expended on operation, maintenance, development, and the administration of Montana's snowmobile program. This included the purchase of one used LMC 2100 groomer for use in the Lincoln area. The LMC 1200 located at Lincoln was transferred to the Department's Regional office in Kalispell for use in the shuttle program that transports the groomer between Lincoln County and the Marias Pass area.

Funding was available at year's end to completely rebuild the LMC 2100 located in West Yellowstone. This piece of equipment will be transferred to the Kings Hill area for the 1984-85 season.

Also due to funds remaining because of the low snow year, the Department was able to purchase the Bombardier 252 from West Yellowstone. This piece of equipment had been leased to the Department by the West Yellowstone Chamber of Commerce Snowmobile Trail Grooming Committee for use in the Gallatin and Bridger Canyon trail systems. The Bombardier will remain in use in those areas.

During Fiscal Year 1984, the Parks Snowmobile Program purchased four new snowmobiles to replace worn-out equipment.

Montana's snowmobile program derives its revenue from two sources — 1) \$2 registration fees, and 2) a share of Montana's gasoline tax (5/10 of 1% of the state's distributor gasoline tax is earmarked for snowmobiling). The Parks Division receives \$1 from every snowmobile registered plus 90 percent of the dollars generated through the gasoline tax. (The remainder of the fuel tax allocation and the registration fee goes to the Enforcement Division for enforcement of snowmobile laws and for safety education.



SNOWMOBILE PROJECT SUMMARY 1983-84

TRAIL GROOMING

| Location | Miles | Dollars |
|------------------------------|-------|--------------|
| Lincoln | 110 | \$ 5,216 |
| Sweetgrass County | 15 | 1,298 |
| Cooke City | 50 | 19,869 |
| West Yellowstone | 150 | 42,369 |
| Bozeman | 100 | 7,701 |
| Marias Pass, Fortine & Libby | 408 | 3,918 |
| Flathead Trails | 100 | 13,928 |
| Ronan | 30 | 937 |
| Seeley Lake | 150 | 6,613 |
| Helena | 100 | 4,870 |
| Wise River | 68 | 1,365 |
| Kings Hill | 75 | 6,097 |
| Missoula | 60 | 7,045 |
| Miles City | 10 | 821 |
| Anaconda | 75 | 1,517 |
| Dillon | 65 | <u>1,000</u> |
| | 1,566 | \$124,564 |

PLOWING

| | |
|----------------------------|------------|
| Miles City | \$ 250 |
| Missoula | 226 |
| Kings Hill | 1,839 |
| Waldron Creek (Teton Pass) | 210 |
| Mt. Haggin | <u>720</u> |
| | \$3,245 |

ADMINISTRATION

| | |
|-------------------|------------|
| Helena | \$12,646 |
| Kalispell (R-1) | 1,709 |
| Missoula (R-2) | 3,377 |
| Bozeman (R-3) | 2,545 |
| Great Falls (R-4) | 2,157 |
| Billings (R-5) | 966 |
| Miles City (R-7) | <u>829</u> |
| | \$24,229 |

DEVELOPMENT

| | |
|------------|--------------|
| Miles City | <u>\$250</u> |
|------------|--------------|

MAJOR EQUIPMENT

| | |
|-------------|-----------------|
| MAINTENANCE | <u>\$14,453</u> |
|-------------|-----------------|

SUMMARY

| | |
|-----------------------------|---------------|
| Grooming | \$123,564 |
| Plowing | 3,245 |
| Administration | 25,229 |
| Development | 250 |
| Major Equipment Maintenance | <u>14,453</u> |
| | \$166,741 |

**SNOWMOBILE COUNTS
ON
GROOMED TRAILS**

| | Trail | Snowmobiles in 1982-83 | Snowmobiles in 1983-84 | Percent Difference |
|----------|-----------------------------------|---------------------------|---------------------------|-----------------------|
| Region 1 | Canyon Creek, Flathead Co. | 1030 | 3250 | 216% |
| | Crane Mountain, Flathead Co. | NC | 190 | --- |
| | Lost Johnny, Flathead Co. | 580 | 580*1 | 0% |
| | Olney, Flathead Co. | 1410 | 570 | -60% |
| | Trumbull Creek, Flathead Co. | 1180 | 1010 | -14% |
| | Purcell Loop, Libby | 1750 | 1750*1 | 0% |
| | Skyland, Marias Pass | 3050 | 3050*1 | 0% |
| | Fortine Trail | 1060 | 1060*1 | 0% |
| | Regional Total | 10,060 | 11,460 | +14% |
| | Trail | Snowmobiles in 1982-83 | Snowmobiles in 1983-84 | Percent Difference |
| Region 2 | Beaver Creek, Lincoln | 990 | 6002 | -39% |
| | Copper Creek, Lincoln | 480 | 3202 | -33% |
| | Martin Mountain Trail, Lincoln | 180 | NC1,2 | 0% |
| | McDonald Meadows, Lincoln | 160 | NC1,2 | 0% |
| | Seeley-Lincoln | 150 | 3602 | +140% |
| | Trail | Snowmobiles in 1982-83 | Snowmobiles in 1983-84 | Percent Difference |
| Region 2 | Sucker Creek, Lincoln | 420 | NC1,2 | --- |
| | Blue Mountain, Missoula | 200 | 370 | +85% |
| | East Fork, Lolo Creek, Missoula | 540 | 440 | -19% |
| | Elk Meadows, Missoula | 1170 | 410 | -65% |
| | Garnet Road, Missoula | 630 | 870 | +38% |
| | Granite Creek Road, Missoula | 510 | 320 | -49% |
| | Gold Creek, Missoula | 390 | 390* | 0% |
| | Lolo Pass, Missoula | 1070 | 920 | -14% |
| | Miller Creek, Missoula | 130 | 150 | +15% |
| | Double Arrow, Seeley | 160 | 360 | +125% |
| | Fawn Creek, Seeley | 650 | 650 | 0% |
| | Marshall-Mt. Henry, Seeley | 550 | 610 | 11% |
| | Rice Ridge-West Morrell, Seeley | 680 | 690 | +1% |
| | Woodworth-Cottonwood Road, Seeley | 140 | 180 | +29% |
| | Mineral Mtn., Missoula | NC | 340 | --- |
| | Jocko Pass, Missoula | NC | 240 | --- |
| | Blind Canyon-East Morrell, Seeley | NC | 230 | --- |
| | Regional Total | 9,200 | 8,450 | -8% |

| | Trail | Snowmobiles in 1982-83 | Snowmobiles in 1983-84 | Percent Difference |
|-------------------|-----------------------------|---------------------------|---------------------------|-----------------------|
| Region 3 | Bracket, Bozeman | 1530 | 1580 | +3% |
| | Buck Creek, Bozeman | 720 | 1240 | +72% |
| | Carrot Basin, Bozeman | 1060 | 700 | -34% |
| | Fairy Road, Bozeman | 300 | 490 | +63% |
| | Olson, Bozeman | 730 | 1520 | 108% |
| | Cooke City | 19,200 | 12,770 | -33% |
| | Wise River | 1080 | 890 | -18% |
| | West Yellowstone | 52,790 | 55,430 | +5% |
| | Elkhorn-Wise River | NC | 2470 | --- |
| | Comet Ridge, Dillon | NC | 410 | --- |
| Regional Total | 77,410 | 77,500 | 0% | |
| | Trail | Snowmobiles in 1982-83 | Snowmobiles in 1983-84 | Percent Difference |
| Region 4 | Austin, Helena | 1210 | 1210* | 0% |
| | Maggie, Helena | 130 | NC1 | --- |
| | Marysville, Helena | 850 | NC1 | --- |
| | Minnehaha, Helena | 750 | 750* | 0% |
| | Divide Road, Kings Hill | 1430 | 2540 | +78% |
| | Jefferson Trail, Kings Hill | 1190 | 1920 | +61% |
| | Parking Lot, Kings Hill | 4760 | 7800 | +64% |
| | Powerline, Kings Hill | 870 | 1850 | +113% |
| | Teton Pass, Waldron Creek | 1230 | 1230* | 0% |
| | Regional Total | 12,420 | 17,300 | +39% |
| | Trail | Snowmobiles in 1982-83 | Snowmobiles in 1983-84 | Percent Difference |
| Region 5 | No Counted Trails | | | |
| Region 6 | No Groomed Trails | | | |
| Region 7 | No Counted Trails | | | |
| State Total | | 109,090 | 114,710 | +5% |

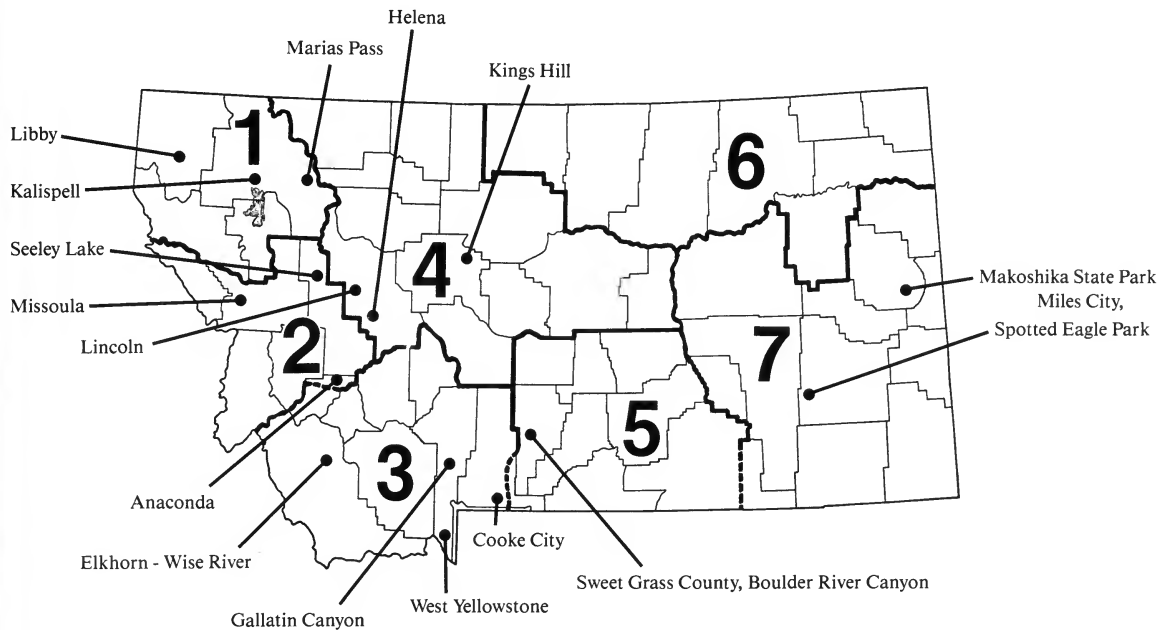
NC = No Count

* no count available, using previous year's count

1—no count available due to lack of snow

2—Forest Service Count, Gerry Burns

The Snowmobile Program Provides Groomed Trails



The Coal Tax ...

Helping Provide Parks for Montana

In 1975, the 44th Legislature initiated a state coal severance tax. Two-thirds of five percent, of fifty percent, (1.67%) of coal severance tax collections are allocated to an earmarked trust fund for the purpose of acquisition, operation, and maintenance of park system sites.

Any person, association, or representative of a governing unit may submit a proposal for the acquisition of a site or area that would meet State Park System qualifications. This proposal must be submitted to the Parks Division of the Department of Fish, Wildlife and Parks by December 1 of the year preceding the convening of a legislative session.

The Fish and Game Commission shall then present to the Legislature, by the 15th day of the legislative session, a list of areas, sites, or objects that were proposed for purchase for use as state parks, state recreational areas, state monuments, or state historical sites with money contained in the earmarked account.

The chart below briefly summarizes acquisitions made between the inception of the law in 1977, and 1984.

| | Acquisitions Made With the Coal Tax | County | Acreage | Appraisal, Survey, and Title Cost | Purchased Cost | Lease Cost |
|----------------|-------------------------------------|---------------|----------|-----------------------------------|----------------|--------------|
| December, 1977 | Roche Jaune SRA | Custer | 1.0 | \$ 460.75 | \$ 19,600 | |
| June, 1978 | Bannack SP addition | Beaverhead | 1 lot | -0- | 1,850 | |
| June, 1978 | Powder River Depot SM | Prairie | easement | 1,203.75 | -0- | |
| August, 1978 | Council Grove SM | Missoula | 186.0 | 3,287.50 | 140,000 | |
| October, 1978 | Rosebud Battlefield SM | Big Horn | 4883.0 | 4,070.76 | 881,160 | |
| January, 1979 | Makoshika SP Addition | Dawson | 650.36 | 1,847.50 | 143,900 | |
| July, 1979 | Giant Springs-Heritage SP Addition | Cascade | 28.6 | 1,800.00 | 97,500 | |
| August, 1979 | Lake Josephine (leased to city) | Yellowstone | -0- | 4,106.16 | 125,000 | |
| August, 1981 | Spring Meadow Lake SRA | Lewis & Clark | 55.8 | 714.55 | 293,000 | |
| April, 1982 | Pirogue (Doeden's) Island SRA | Custer | 269.0 | 3,074.04 | 110,000 | |
| | | | 29.79 | | 420,000 | |
| June, 1983 | Lake Elmo, Billings | Yellowstone | 80.67 | -0- | 1,000,000 | |
| June, 1983 | Lake Elmo, Billings | Yellowstone | 42.17 | -0- | | 100,000/4yr |
| November, 1983 | Blackfoot River Easement | Missoula | 267.8 | 23,815.00 | 34,375 | |
| December, 1983 | Les Mason Memorial, Whitefish Lake | Flathead | 7.5 | -0- | 675,000 | |
| December, 1983 | Bannack-Warnake | Beaverhead | 1 lot | 80.00 | 7,000 | |
| July, 1984 | Bannack-Fisher | Beaverhead | 1 lot | | 77.00 | 8,500 |
| October, 1984 | Bannack-Brewer | Beaverhead | 1 lot | 85.00 | 10,000 | |
| Pending | Clark's Lookout, Dillon | Beaverhead | 7.23 | -0- | 40,739 | |
| Pending | Glen Lake, Bozeman | Gallatin | 6.16 | pending | -0- | |
| Pending | Pageville School, Twin Bridges | Madison | 0.66 | -0- | | 15,000/50yr |
| Pending | Parker Homestead, Three Forks | Jefferson | 1.67 | -0- | | 2,500/25yr |
| | Total | | 6,564.32 | \$46,935.96 | \$4,007,624 | \$117,500.00 |
| | Total Cost: | | | \$4,172,059.96 | | |
| | Other Matching Funds: | | | 550,786.42 | | |
| | Coal Tax Funds: | | | \$3,621,273.54 | | |



BANNACK SP

THE REGIONS

The Parks Division maintains the same administrative regions as the other Divisions of the Department of Fish, Wildlife and Parks with a few modifications in boundary detail. Each of the seven major regions has a regional headquarters office and is administratively patterned after the Department's overall structure. Regional supervisors administer a staff of division managers, e.g., a parks manager administers the Parks program.

Region 1

Several new projects were started or completed in Region one.

The visitor center at Lone Pine State Park was completed and the park officially opened on August 26. A cooperative management plan for the Lone Pine Recreational Area (which includes the state park, the state access on Foy's Lake, the Herron County Park and the Foy's Lake County Park) was prepared jointly by DFWP and the Flathead County Parks and Recreation Department. The County agreed to provide a programmer for the visitor center, who will be paid through fees charged for use of the center. An interpretive overlook trail was constructed with help from the Community Action Program, Kalispell Pole and Timber, and an Army Reserve unit. Several local service clubs donated interpretive signs.

In 1984, the Wild Horse Island Ranger was stationed on the mainland rather than on the island to experiment with the effectiveness of mainland administration. The Ranger also completed a lot acquisition criteria plan and provided additional park law enforcement at Elmo, Big Arm and Walstad SRA's.

A day-use fee study was conducted at Wayfarer's and Yellow Bay SRA's. Two methods of collection were compared. At Wayfarer's, fees were collected from a ticket booth at the front entrance gate. At Yellow Bay, they were collected by the roving resident attendant. Both systems generated needed revenue and served as helpful management tools.

A self-service fee collection system was tried at Ashley Lake SRA. Although this system did not financially break even, it provided a higher revenue-to-cost ratio than the previous method, needed less maintenance and helped prevent some vandalism problems experienced there in the past. An overnight boat dockage fee was collected at Finley Point SRA and three new boat slips were added.

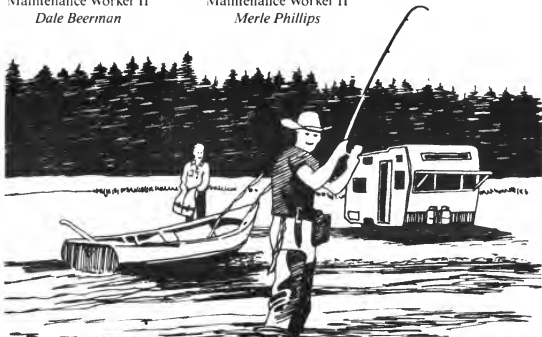
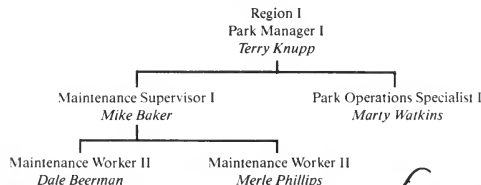
Mowing to control Knapweed was done at Elmo, Big Arm and Thompson Falls SRA. Two experimental plots for weed control were set up at Big Arm.

Preliminary Environmental Reviews were completed for development proposals for the Les Mason site on Whitefish Lake and the Foy's Lake access of Lone Pine State Park.

The Department began operation of Somers Rest Area on Flathead Lake. Relinquished by the Highway Department because of its popularity for boat launching and swimming, the Department expects eventually to acquire the site. New pit toilets were installed.

A local club, Flathead Wildlife, Inc., constructed and installed a floating boat dock at Kila FAS. The road was graveled at Kokanee Bend FAS. Shady Lane FAS was developed with a parking lot and nature trail. The entry road was resurfaced at Wayfarer's SRA through cooperation with the county road department. New camp pads were created at Elmo SRA through cooperative loan of equipment from the State Forest.

A volunteer performed caretaker duties at Bitterroot SRA. This worked successfully, despite little Regional supervision.



Region 2

Site protection at Tucker Crossing along the Bitterroot River was accomplished by the regional maintenance crew. This work provided a long-needed road loop and parking lot. Cleanup was done on culverts, rock barriers, signing, fencing and gravel were provided.

After many years of roadside dumping at Bass creek, another Bitterroot site, the area was cleaned up with the cooperation of a group of Florence High School students. Two dump truck loads and several pickup loads of trash were removed. With the help of the Ravalli County Road Department, a parking lot was also developed.

Region Two Parks took the lead in landscaping the new Regional Headquarters. Thirty fir trees, a number of deciduous trees and shrubs were planted. Shelter belts were trimmed and cleaned out with the help of a high school Forestry class. The front lawn was established, the west side field was raked and seeded, storage rooms were built in the shop, and gas and tool sheds were painted. Extra sod, bark and railroad ties were used in other areas around the building. Along with a general cleanup of the area, routine mowing and snow plowing were done with Parks equipment.

Dry Creek near Superior was developed with cooperation of the Mineral County Sportsman Club. As part of the interstate development program, a parking area and boat ramp area were developed by the interstate contractor. The Sportsman Club then donated time, equipment and materials for the upper part of a cement boat ramp. Cement planks were installed to complete the ramp to the river's edge. This area will provide a long-needed boat access to the Lower Clark Fork.

The Flint Creek-Georgetown cabins received a long-needed cleanup and paint job. With the help of Enforcement personnel, Parks crews cleaned up all debris, scraped, painted and trimmed the cabins in new Parks colors.

Other special projects besides routine summer maintenance included: re-decking the bridge at Clearwater Crossing, developing a pullout area near the well at Lost Creek, expanding the Forest Grove parking lot to accommodate more vehicles, building and installing a portable river privy at Fish Creek. A special effort was made to secure the picnic tables at each site.

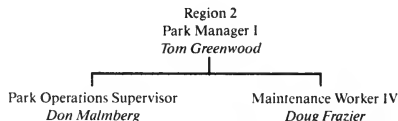
Region Two Parks personnel spent 30 days mowing grass and weeds at 21 different sites.

Use of the Blackfoot River Recreation Corridor has continued to increase. Overnight campers and kayakers account for much of the increased use. Kayakers set an early trend with competitive kayak runs at the Roundup Access area. New

signs directing campers were installed and several landowners and their families turned out with tractors and other equipment to rebuild two areas for parking and river access.

A new public access agreement was reached and signed by the Blackfoot River landowners for a period of ten years.

Snow grooming trails in the Seeley Lake/Jocko - Ovando area were expanded by 60 miles. The 2100 Pack Master snow-groomer was repaired, which solved a differential overheating problem and a 100 gallon gas tank installed to lengthen its range. A new trail map was printed over the summer and made available. Cartography work was done by the U.S.F.S., and the printing completed through efforts of the department.



Region 3

During fiscal 1984, Region 3 parks personnel managed a diverse assortment of parks, monuments, recreation areas and fishing access sites. A great deal of effort was directed toward maintenance activities consisting of noxious weed control, maintenance of roads, grounds and facilities, monitoring of recreation use, site mowing and fencing.

Land management related duties involved potential acquisition of various in-holdings at the Missouri Headwaters S.P., Bannack S.P., Madison Buffalo Jump S.M., and Mount Haggin Wildlife and Recreation Area. Acquisition of various fishing access sites on the Big Hole, Yellowstone, Beaverhead, Missouri and East Gallatin Rivers was pursued. Regional personnel were also involved in the acquisition or long-term leasing of coal tax parks areas including Glen Lake, Parker Homestead and Pageville School.

Regional snowmobiling activities were coordinated with Helena personnel and local snowmobile clubs, and regional personnel actively groomed trails in the Bozeman area.

Unprecedented change in the parks division personnel required that time be allocated to soliciting, interviewing and training new staff at Lewis and Clark Caverns and the Bozeman office. New and continuing personnel attended various

training sessions and workshops to improve job knowledge and work performance.

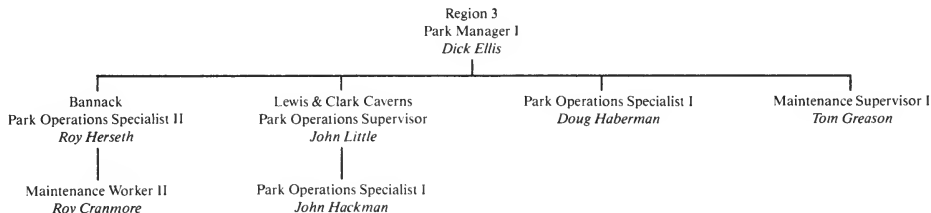
Numerous meetings were held with representatives of city, county, state and federal agencies to discuss areas of mutual interest and concern.

Special projects were coordinated with Green Thumb personnel, the Good Sam Club, the Boy Scouts, and the Montana Ghost Town Preservation Society to accomplish work at fishing access sites on the Yellowstone, the Bozeman Ponds, Bannack S.P. and at Parker Homestead S.M.

A considerable amount of time was allocated to Bannack State Park where work was done on coordination of a historic structure report of the Mill Site, organization of the Bannack Days celebration, meetings with the BLM regarding potential road closures, and preliminary meetings addressing the development of a visitor center, interpretive program, and fire fighting system to be completed during FY '84.

A contract was negotiated to continue inventory of cultural resources on Mount Haggin and meetings were held with knowledgeable people to discuss past events and activities at that site.

Work continued on the development of a state-wide cultural resources policy which involved meetings and discussions with historical society personnel.



Region 4

The Giant Springs/Heritage State Park Commission, Riverfront Task Force, Great Falls Area Chamber of Commerce, and the Department of Fish, Wildlife and Parks completed the first major step in their Vista and Overlook Project in time to help celebrate the city of Great Falls Centennial celebration on August 8. With Rainbow Scenic Overlook, Vista B, now completed, the Task force is engaged in preliminary discussion on Vistas C and D. A new map/directional sign for the vistas and overlooks has been installed at the Black Eagle Falls turnout.

Bid advertising for the New Region Four Fish Hatchery took place in June, with the pre-construction conference held in August. Construction began in September and hatchery personnel expect to be back in full operation by September of 1985.

Paving is now complete in the Heritage Park area of Giant Springs/Heritage State Park and new gates for each of the parking areas have been constructed and are being installed. The Heritage Park Committee donated and helped plant 28 trees for the Memorial Grove located in Heritage Park.

Two new double latrines were built by the shop class of Great Falls High School and installed by the maintenance crew at Bean Lake. Construction plans for site protection in that area are now in progress.

Sluice Boxes State Monument area is undergoing an ownership and survey study and the Design and Construction Bureau is coordinating a parking area contract.

An organization called Concerned Citizens for the Smith River was formed with a broad spectrum of interests represented by the membership. This ad-hoc committee continues to meet approximately once a month at Region Four headquarters with a collective cause of attempting to enhance sportsman/landowner relations, and help produce a management plan for the Smith River.

Camp Baker FAS on the Smith River was scheduled for site protection road work.

Ulm Pishkun State Monument has been closed to vehicle traffic from Oct. 15-April 15, primarily due to serious vandalism.

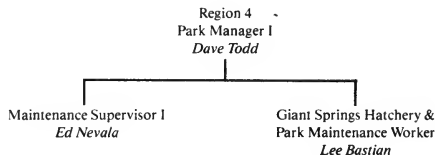
Spring Meadow Lake has been the scene of major changes over the summer months. Through the citizen-based Spring Meadow Lake Committee, a major fund raising effort was launched. Button sales and donations helped complete two bridges and a one mile graveled trail loop around the lake.

The Great Falls Snowmobile Club, Forest Service, and Department of Fish, Wildlife and Parks have jointly planned an expansion of the Kings Hill parking lot. Signs were installed at the facility to aid snowmobile use.

Ed Nevala, Region Four Maintenance Foreman, completed an in-depth weed control summary for noxious weeds showing a figure of \$3,485.87 expended in 1984 for control of weeds in the various areas of Region Four. Ed's summary included maps of infested areas, a copy of pesticide applications and detailed cost figures.

Region Four personnel were busy during the month of July planning, preparing, constructing, and exhibiting a Parks State Fair project. It consisted of a detailed Region Four map showing all sites managed by the Department, and associated information such as visitation, funding sources, and a 8" X 10" picture of each site. The fair exhibit was manned for the entire eight days of the fair from 11:00 A.M. to 9:30 P.M. by Department personnel. The exhibit building was called-"Nature's Den" and was shared with the Forest Service.

Two fence stiles were constructed by local wardens with Parks materials to enhance sportsman/landowner relations on the Missouri River. These stiles provide fishing access through private land and were installed at the landowner's request.



Region 5

The Region was involved with many activities during 1984, ranging from weed control to lifeguard scheduling.

Operation and management of Lake Elmo State Recreation Area in its first full season received the most attention. Many hours were spent on such activities as community surveys on user preferences, information dissemination through media and public speaking programs, site planning, production of a concession contract, organization of local volunteer help for clean up and beautification and a management plan for operations.

Over 21,000 visits were recorded for the 1984 season during the 10 week fee collection period. The Region received many favorable responses from users about Department ownership of Lake Elmo and its current management policies. Reported user satisfaction at Lake Elmo brought much pride to the region.

All 42 recreation areas in Region 5 were examined and evaluated for weed control measures. Mapping and scheduling of management practices for each site were implemented this past year.

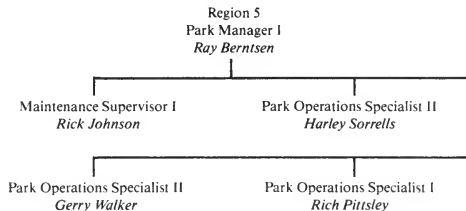
Other activities in which the Region was involved were the Department's surplus land disposal program, evaluation of potential conservation easement areas, the regional priority acquisition program, review of various state and federal land use proposals, and cooperative effort policy formulation agreements.

The Region was involved in two new programs this past year. The "Green Thumb" federal employment program allowed the Region to receive several hours of maintenance and facility repairs at various state recreation and fishing access areas at very little cost to the Department.

From the University Intern Program, a recreation major was utilized in the Region for various projects. The high degree of success generates intent for the program to continue in the region, provided adequate funding is available. The program provides an excellent opportunity for students to learn about their field as well as providing the Department an additional working resource.

Current projects for the Region are the Cooney Reservoir management plan, including a concession contract, a self-service fee collection program, a transfer of budgeting and programming and record keeping activity to the Region computer system, construction of additional travelling display panels for public information and site interpretation and a cost analysis study of various maintenance techniques and practices for better utilization of funding.

All visitor data collection through fee reports and traffic counter tabulations indicate that public use is steadily increasing in Region 5.



Region 6

During 1984, Region 6 Park Manager John Little was transferred to Lewis and Clark Caverns in Region 3, and Warden Captain Art Warner became regional supervisor. During the time before these two positions were again filled, Warden Pilot Bob Stordahl was appointed both acting Warden Captain and Park Manager. With his continued duties as Warden Pilot, it proved to be a busy season for the acting Region 6 Park Manager.

Acquisition of additional Fishing Access Sites was a top priority in Region 6 during the past year. Attempts failed to lease or purchase sites at Snowden Bridge and at the mouth of Muddy Creek on the Missouri River. Work is continuing on acquisition of an easement from BLM for a boat launching site on the Milk River in McCone County.

Leafy spurge appeared in 1984 on the Bjornberg Bridge Fishing Access Site, which prompted spraying by the County Weed Board.

The boat ramp at Nelson Reservoir was extended, but within three days of completion, the ramp was again 50 feet short due to unusually low water. The problem intensified as the irrigation season got underway. The local Kiwanis Club was unable to use its proceeds from the 1983 fishing derby for the needed boat ramp extension. The funds are still available however, and will be requested again next year.

The piles at the Dredge Cut Fishing Access Site fishing piers were reinforced with rock. The Hill County road crew graded the road to Bear Paw Lake, but the road still requires graveling and additional grader work to remove washouts.

Reinforcement work was done on the Whitetail Reservoir spillway, and more work remains. Caretakers did painting and general repair work at all Region sites.

Region 6
Park Operations Specialist II
Bob Stordahl, Acting

Region 7

Region Seven stepped toward the future during 1984 with various construction and consulting contracts including Road improvement at Tongue River Reservoir, fencing at Rosebud Battlefield, a user preference telephone survey for Pirogue (formerly Doeden's) Island Fishing Access, historical research on the conflict at Rosebud Battlefield, road maintenance at Makoshika State Park and provision of a paddlefish cleaning facility at Intake Fishing Access.

Park management activities included negotiating with a concessionaire to operate Intake Fishing Access Site, attending a training workshop for certification in weed control, and making presentations to service clubs relating to parks and recreation.

Regional Parks Division personnel devoted substantial time directly to the recreating public by answering questions, giving presentations, advising on recreation plans and responding to public needs.

Region 7
Park Manager I
Doug Monger
|
Park Operations Specialist I
Beth Ranz

Canyon Ferry

Canyon Ferry State Recreation area is now within Region 8. Formerly, the area was split between Region 3, based in Bozeman, and Region 4, based in Great Falls. Consolidation has streamlined management activities at the Canyon Ferry complex.

Tom Campbell replaced Bob McKenna as manager in the fall of 1983. In order to increase management and enforcement coverage and provide more visibility in the area, a full time Parks Operation Specialist, Mark Soderlind, was assigned to Canyon Ferry in March 1984. Mark was transferred from Region 1 in Kalispell.

A self-pay fee system was implemented at Hellgate Campground. All indications are that the experiment was highly successful. It reduced fee collection time and allowed the Park attendant to devote more time and effort to facilities maintenance.

\$70,000 was spent on improvement of the West Shore road. This led to increased vehicle speeds which required a speed survey by the Highway Safety Bureau to establish a safe and reasonable speed limit.

Canyon Ferry Reservoir
Park Operations Supervisor
Tom Campbell
|
Park Operations Specialist I Maintenance Worker IV
Mark Soderlind *Bill Hohn*

Publications

Reports

Bugbee and Associates, Conservation Easements Guidelines, January 1984, pp 200

Paul Pacini, Smith River Annual Report for 1983, October 1983, pp 35

Brochures

Bannack SP Tour Brochures (Reprint) April 1984, 10,000 copies

Lewis and Clark Caverns Tour Brochures (Reprint) April 1984, 25,000 copies

Lake Elmo SRA ... How Can You Make It Better?, September 1983, 400 copies

Kinney Coulee Hiking Trail, July 1983, 2,000 copies

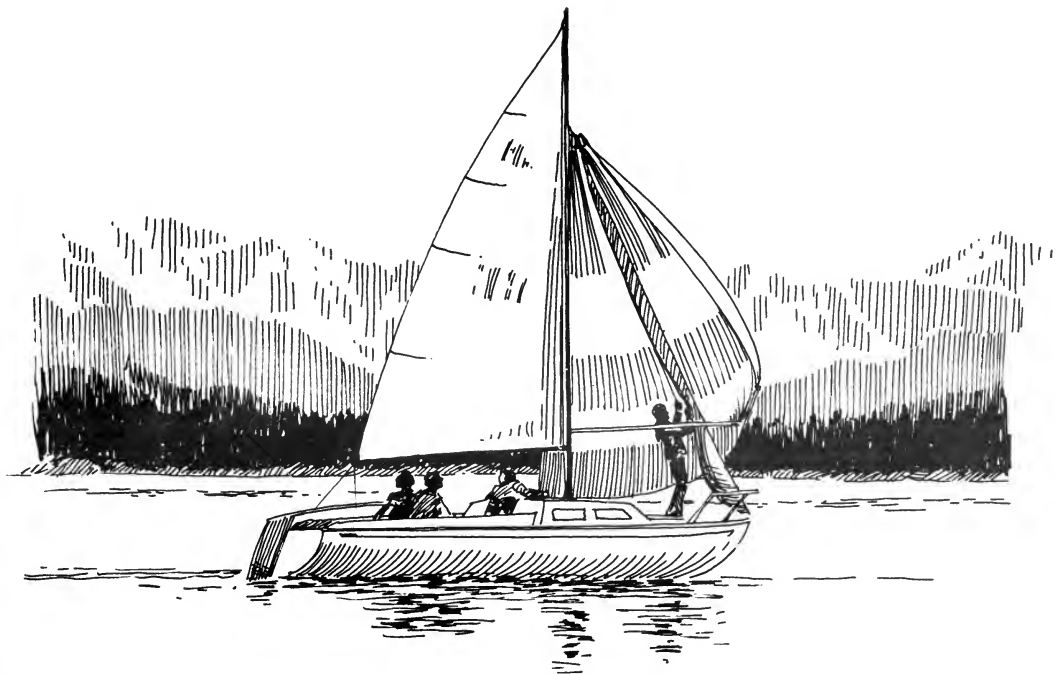
Montana Recreation Map, June 1984, 240,000 copies printed by Montana Promotion - 40,000 for Department of Fish Wildlife and Parks

Miscellaneous

Lewis and Clark Caverns Tour Tickets, February, 1984, 50,000 tickets

Bannack Days Placemats, June, 1984, 25,000





CHAPTER 2



TED SCHWINDEN
GOVERNOR

State of Montana
Office of the Governor
Helena, Montana 59620

Dear Reader:

Since 1965, the Department of Fish, Wildlife and Parks has administered the Land and Water Conservation Fund, providing nearly 27 million dollars to more than 600 state and local outdoor recreation projects. Many Montanans, especially in our rural communities, would not have the recreational opportunities now available, such as swimming pools, ballfields, and parks, if it were not for this Fund.

I take pleasure in endorsing this program and the action plan contained in the following pages.

Sincerely,

A handwritten signature in cursive script, appearing to read "Ted Schwinden".
Governor

Accomplishments

July 1983 - June 1984

Montana Recreation Map

The first Montana Recreation Map was published during the 1983 camping season. The map was a compendium of all state and federal campgrounds and recreation sites in the state. It proved extremely useful and was well accepted by the public. It was sent by the Montana Promotion Bureau to all nonresident and resident requests for tourist information, and was dispensed at all Montana Department of Fish, Wildlife and Parks regional offices and the state headquarters.

During the spring of 1984, the Recreation Map was further refined by

- a) enhancing the legend
- b) verifying location descriptions
- c) improving the facility inventory at each site
- d) adjusting map colors to improve readability
- e) adding additional sites

Such revisions and improvements will continue to be made on a bi-annual basis to insure an up-to-date inventory.

Local Community Supply Inventory

During the past year, all incorporated cities and towns, all counties and all public and private schools, universities and colleges were surveyed by mail to determine statewide inventory of ten key recreational facilities. These ten facilities are tennis courts, ball fields, basketball courts, playground apparatus areas, swimming pools, artificial ice rinks, natural ice rinks, golf courses, firing/archery ranges, and parks.

A good response was received from all categories listed. These responses are now being alphabetized and organized. The actual response sheets used will be found in booklet form for internal use when reviewing LWCF grant applications.

Department Plan

Department wide planning progressed well over the past year with planners representing the three department programs, Fish, Wildlife, and Parks. The plan is essentially prepared, with only minor editing remaining to be done. The plan should be released to the public by mid-1985.

LWCF Grant Allocations

Due to the increase in applications over recent years and the limited amount of revenue available, a periodic review of selection criteria is done to insure efficiency and equitability. During the past year, this review used the Project Priority Rating System and the Facility Standards to help select coming LWCF projects; it was found to be more than adequate. The Rating System has remained unchanged and can be found on Page 110 of the 1983 SCORP. The Facility Standard was only slightly modified to include park lands and is discussed following.

Montana Recreation Facility Standards

Certain recreation activities require special facilities, ranging from rather simple development to elaborate and costly construction, such as swimming pools. Accordingly, such activities are provided for on a more limited basis, directly related to the economics of the situation, and to the proportionate use of the facility. Over a period of years, municipalities have arrived at general relationships between the number of facilities and the population. The following general standards have been found to be appropriate for cities and towns in Montana.

The standards are stated in terms of one recreation facility per unit of population served. Each community, however, is entitled to at least one facility of each type unless otherwise noted in the respective standard. For example, communities of less than 1,500 population will be entitled to one tennis court, although the standards are one per 1,500 total population. Thereafter, the standard would be applied in increments of 1,500 population. Thus, a community between 1,500 and 3,000 population would be entitled to 2 tennis courts.

These standards are used in the evaluation process involved in the allocation of Land and Water Conservation Funds (LWCF) to local communities for outdoor recreation projects. It is recognized that not all communities will find it desirable to bring each of their facilities up to these standards, due to lack of participation or cost factors.

The evaluation of need in a particular community however, will not be specific to the particular facility requested, but will be an overview of total need. In other words, a community may be eligible for more tennis courts than standards indicate if it chooses to build fewer than the standard number of ballfields, swimming pools or other facilities.

Communities applying for LWCF assistance for an outdoor recreation project will be ranked according to the following formula.

$$\text{Rank} = 10 \left(1 - \frac{\text{Have}}{\text{Need}} \right)$$

"Rank" is a numerical value where 10 indicates the highest priority.

"Have" refers to the number of facilities the community actually has according to the latest local facility survey.

"Need" refers to the number of facilities a community should have based upon its population and the facility standards.

MONTANA FACILITY STANDARDS

1. Tennis court 1 court per 1,500 population
2. Ballfield (softball or hardball) 1 field per 1,000 population
3. Basketball court 1 court per 1,500 population
4. Playground apparatus area 1 per 1,000 population
5. Swimming pools 1 per 10,000 population
(Do not include wading or spray pools.)
6. Artificial ice rinks 1 per 30,000 population
(None in communities under 30,000.)
7. Natural ice rinks 1 per 10,000 population
(Rinks dependent upon weather conditions.)
8. Golf course 1-9 hole increment per 12,000 population
9. Firing/archery range 1 per 50,000 population
10. Community/neighborhood park 1 per 1,000 population

State Lands Inventory

Montana sportsmen have expressed disappointment that some parcels of school trust land in agricultural use are posted against hunting, fishing, or trespassing by current lessees. While this practice is in accord with Department of State Lands (DSL) policy, one solution would be for the Department to lease the recreational values of the parcels concerned.

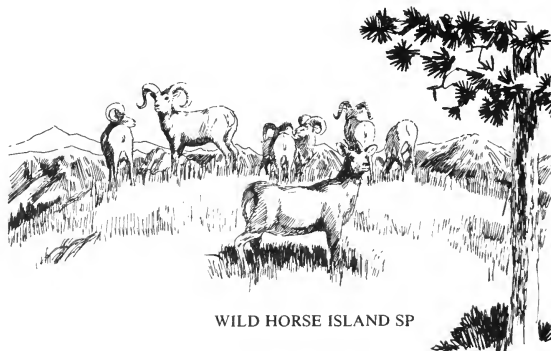
In an effort to identify the magnitude of the problem, a State Lands Inventory was conducted by the Department of Fish, Wildlife and Parks to determine the number of acres of School Trust Land valuable to sportsmen, and the number of acres of this land which does not allow free access. Following are the results:

| Region | Acres Valuable To Sportsmen | Acres With No Free Access |
|--------------|--------------------------------|------------------------------|
| R-1 | 222,548 | -0- |
| R-2 | 2,161 | 2,161 |
| R-3 | 61,214 | 21,503 |
| R-4 | 298,804 | 125,380 |
| R-5 | 68,016 | 6,194 |
| R-6 | 45,278 | 15,500 |
| R-7 | 10,534 | 1,920 |
| Total | 788,555 | 171,658 |

A total of 5,216,176 acres of land classified for grazing, agriculture, or timber are owned by the State of Montana and administered by the Department of State Lands.

The amount of State Land valuable to sportsmen, which does not offer free access to the public amounts to only 3.3% of all School Trust Land. At this time, no decision has been made with regard to purchasing recreational access.

The Department will continue to lease school trust lands for fishing and boating access where improvements and facilities are required.



WILD HORSE ISLAND SP

Implementation Schedule

July 1984 - June 1985

Recreation Map -

See "Accomplishments...", "Recreation Map", page 35.

Needs Assessment -

The State of Montana will be preparing an up-to-date assessment of local recreational needs. An immediate assessment is presently being prepared by relating the supply data, discussed under "Accomplishments..." above, to the facility standards. This assessment should be available by March of 1985.

A more in-depth assessment will begin in July of 1985. A suitable consultant is being solicited as this is being written. The survey work is scheduled to begin in July of 1985, but its completion date and methodology will have to be determined by the terms of the contract once a consultant is employed.

Pacific Northwest Rivers Assessment

The Northwest Power Planning Council has developed a plan to meet the energy needs of the northwest for the next 20 years. They also developed a program to mitigate the losses of fish and wildlife which resulted from hydropower development in the Columbia River Basin.

Those programs called for ranking potential hydroelectric sites in categories based on their potential impact to fish, wildlife and other natural values. They also called for the designation of stream reaches in the Columbia River Basin to be protected from all future hydropower, based on their unique fish and wildlife values.

On August 30, 1984, the Council approved a study plan to initiate the assessment of rivers and streams throughout the four northwest states. This will include Montana in its entirety. The study would aggregate existing data to determine the relative value of river reaches based on fish, wildlife, natural area, cultural, historical, recreation and other values. The study is to be completed in 15 months (by Nov. 1985) and coordinated by each of the four states. Federal agencies would input information to the assessment and Indian Tribes would coordinate with the state but develop their own criteria suitable for application on their respective reservations.

Pat Graham of the Department has been designated as the State of Montana coordinator. State resource experts would be designated for each resource category. Staff would be funded to facilitate collection and presentation of information. Regional managers in fish, wildlife and parks would be expected to 1) review criteria, 2) provide appropriate data and 3) review stream rankings. The existing Department stream database provides an important opportunity to incorporate this assessment into a form that will be of continuing value in the Department's river management programs.

PACIFIC NORTHWEST RIVERS ASSESSMENT

SCHEDULE OF PRODUCTS

| TASK | RESPONSIBLE PARTIES | COMPLETION DATES |
|--|--------------------------------------|----------------------|
| 1. Approve work plan | Council | August 29-30, 1984 |
| 2. Identify rivers to be studied | Council Staff | September 30, 1984 |
| 3. Designate state coordinators | State Governors | September 15, 1984 |
| 4. Complete contracts | Council/BPA | September 30, 1984 |
| 5. Select anadromous fish assessment coordinator | Council Staff | September 1984 |
| 6. Convene state task force | State Coordinator | October 15, 1984 |
| 7. Adopt criteria for river values | BPA/State Task Force | November 15, 1984 |
| 8. Prepare evaluation format and base maps for state use | BPA | December 30, 1984 |
| 9. Indian cultural and archaeological assessment | Council/Tribes | November-April 1985 |
| 10. Anadromous fish assessment | HASC/Coordinator/ Agencies/Tribes | October-June 1985 |
| 11. Perform river resource assessments | State Task Force | January-October 1985 |
| 12. Publish results | BPA | November 1985 |
| 13. Computerize river assessment | BPA | November 1985 |
| 14. Overlay hydropower sites | Council Staff | November 1985 |
| 15. Recommend supply curves | Council Staff | |
| 16. Recommend protected area designations | Council Staff | |
| 17. Recommend site ranking | Council Staff | |

Coal Severance Tax

The Coal Severance Tax has provided over \$3.6 million for park acquisition since its inception in 1975. Park land acquired by Coal Tax revenue may also be operated and maintained by funding from the same source. While this allows for operation and maintenance of Coal Tax acquired sites, other sites comprising the majority of the Park System rely largely on the State's general fund for such needs. Over the years, however, the general fund has played a decreasing role in Park System funding.

When the State Legislature meets in January, 1985, a bill will be introduced to allow Coal Tax revenue to be used for operation and maintenance at any State Park System site. If passed, the bill would allow for more uniform maintenance and operation of the State Park system.

Park Goal and Objectives

The Parks Program is divided into Department Sites and Off Site Recreation. Department Sites are lands the state purchases, classifies and manages to provide a base for recreational, cultural or scientific uses as part of the State Park System. The department also manages six Off Site Recreation elements primarily through programming, regulation and the provision of facilities for recreational or cultural activities.

The department is mandated by law to conserve these natural and cultural resources for the use and enjoyment of the people. Management activities thus include land acquisition, capital construction, law enforcement, interpretation, the provision of information, operations, general maintenance, and coordination with other agencies.

During 1982, department sites within the state park system hosted over 4.1 million visits. Off site elements hosted over 18.1 million activity days.

The Parks Program Goal and Objectives were scheduled for completion in January, 1985. However, this element was accelerated to meet the demands of Department-wide planning. The goal and objectives which will guide Montana's parks program through 1990 are listed on the following pages for each of the ten program elements that make up the parks program. They are directed toward five priorities:

1. Defining and managing a quality park system.
2. Managing recreational use of rivers.
3. Maximizing the economic benefits of recreation to Montanans.

4. Increasing program visibility and citizen participation.
5. Making innovative use of existing operational resources.

PARKS PROGRAM GOAL:

To manage Montana's scenic, historic, archaeologic and recreational resources within their capabilities to meet present and future demands.

DEPARTMENT SITES STATEWIDE OBJECTIVE (1990):

To provide for an estimated 4,716,400 visits to 371 park system sites at an 80% level of satisfaction.

STATE RECREATION AREAS STATEWIDE OBJECTIVE (1990):

To provide for 2,049,600 visits to 79 state recreation areas on 66,377 land and water acres.

SPORTSMAN ACCESS STATEWIDE OBJECTIVE (1990):

To provide for 1,926,700 visits to 256 sites on 19,442 land and water acres in a manner consistent with objectives in the fish and wildlife programs.

STATE PARKS STATEWIDE OBJECTIVE (1990):

To provide for 556,400 visits to 16 state parks while preserving and interpreting their unique values on 23,535 acres.

STATE MONUMENTS STATEWIDE OBJECTIVE (1990):

To provide for 183,700 visits to 20 state monuments while preserving and interpreting their unique values on 3,130 acres.

OFF SITE RECREATION STATEWIDE OBJECTIVE (1990):

To provide for an estimated 19,882,037 activity days of use; to develop objectives for quality levels; and use levels for community/statewide recreation.

RECREATIONAL WATERWAYS STATEWIDE OBJECTIVE (1990):

To provide for 674,928 activity days of use consistent with objectives in the fish and wildlife programs; to formally manage two river segments; and to develop objectives for quality levels.

BOATING STATEWIDE OBJECTIVE (1990):

To provide for an estimated 1,362,160 activity days of safe boating by 48,000 registered boats; to reduce fatalities to 2.4 per 100,000 boats.

SNOWMOBILING STATEWIDE OBJECTIVE (1990):

To provide 460,654 activity days of safe snowmobiling and 2249 miles of groomed trails for 34,000 registered snowmobiles.

COMMUNITY RECREATION STATEWIDE OBJECTIVE (1990):

To have provided funding for a total of 800 LWCF projects and acquired 78,000 acres for outdoor recreation with a total per capita expenditure of \$45.

RECREATION ROADS AND TRAILS

STATEWIDE OBJECTIVE (1990):

To develop measurable objectives, to increase managed areas to 11, and to assist in providing for an estimated 16,134,575 activity days of use.

STATE CAPITOL COMPLEX GROUNDS OBJECTIVE (1990):

To provide for an estimated 1,249,720 days of capitol grounds use at an assessment rate of 7¢ per square foot of building at an 85% level of satisfaction.

Department Planning Elements

The Montana Department of Fish, Wildlife and Parks consists of three programs as depicted in its name. A Department-wide planning effort will continue in the coming fiscal year to define goals and objectives for each of these program areas. Past efforts have concentrated on collecting insights from field personnel in the Department's seven regions. This data is now being tabulated, quantified and analyzed to determine the Department's future course. These findings will be further reviewed and enhanced by administrative personnel before the plan is released to the public in mid-1985.

Snowmobile Grant Allocations

Revenue is generated for the Snowmobile Program through the sale of snowmobile registration decals and an assessment on the state's gasoline tax. This revenue is then allocated to various areas of the state for trail improvements, grooming, and parking lot construction or maintenance on the basis of applications received from local snowmobile clubs or other government agencies.

Initially, all requests for funding were satisfied. More recently, applications for funding exceeded the available revenue. As this gap between funds available and funds requested widens, it becomes more critical that a fair and efficient selection criteria exist to determine allocations.

Although no major shortcomings have been obvious in the present selection criteria, a review will be conducted between January and April of 1985 to insure that a sound system is in place for future years.



LAND AND WATER CONSERVATION FUND

PRIORITIES

Priority considerations have been compiled to guide both local and state LWCF expenditures. These priorities reflect state law, legislative mandates and needs identified by SCORP.

LWCF Priorities for Local expenditures are:

1. Projects which meet specific local needs;
2. Projects which will provide for both active and passive participation;
3. Projects which may be used for two or more seasons of the year;
4. Projects which accommodate a variety of recreational uses.

LWCF Priorities for State Expenditures are:

1. Projects "earmarked" for LWCF funding by the State Legislature;
2. Projects which will enhance the recreational experience by conserving the scenic, archaeologic, scientific, and recreational resources of the state and provide for their use;
3. Projects designed to aid in people management and law enforcement, i.e., controlled access, screened camping areas, vandal-proof facilities, area designations and development for specific uses;
4. Projects near population centers;
5. Projects which will serve as a destination vacation site, i.e., with significant attractions on site or within a short drive;
6. Projects which will help the state acquire inholding, at existing sites;
7. Projects which will provide a trail experience or a trailhead onto other public land.

NATIONWIDE ISSUES

River recreation has constantly gained in importance as a major recreational pursuit in Montana over the last decade. Rivers that, just a few years ago, were known only to local farmers, ranchers and irrigation companies are now part of the floater's vocabulary...such as the Smith, the Dearborn and Belt Creek.

This increased popularity is most easily recognized by the many canoes, rafts, and rowing frames traveling our summer highways on top of or behind automobiles. This newly discovered form of fun is not without problems, however. Because many floatable streams pass through private land, riparian land owners have become increasingly concerned about trespass and potential vandalism. In the last three years, the right of the public to use the Dearborn and Beaverhead Rivers has been the subject of State Supreme Court litigation. The court's decision allows public use of any waterway up to the highwater mark of its headwaters, and requires that portage be allowed across private land to avoid river obstacles such as fences or low bridges.

This decision elated floaters, but caused increased concern to riparian land owners.







***Montana Department of
Fish, Wildlife & Parks***

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